

RECREATION

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THE RECREATION AND OPEN SPACE
ELEMENT OF THE MASTER PLAN

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RECREATION AND OPEN SPACE ELEMENT OF THE MASTER PLAN

PROPOSAL FOR ADOPTION

Prepared by
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450 McAllister Street, San Francisco, Ca 94102
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Recreation and open
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Summary of Objectives & Policies

The Bay Region

OBJECTIVE

PRESERVE LARGE AREAS OF OPEN SPACE SUFFICIENT TO MEET THE LONG-RANGE NEEDS OF THE BAY REGION.

POLICY 1

Protect the natural character of regional open spaces and place high priority on acquiring open spaces noted for unique natural qualities.

POLICY 2

Make open space lands already in public ownership accessible to the public for compatible recreational uses.

POLICY 3

Increase the accessibility of regional parks by locating new parks near population centers, establishing low user costs, improving public transit service to parks and creating bike and hiking trails.

POLICY 4

Coordinate with existing regional park districts, open space agencies, private sector and nonprofit institutions, to acquire and manage a regional greenbelt.

The San Francisco Shoreline

OBJECTIVE

PROVIDE CONTINUOUS PUBLIC OPEN SPACE ALONG THE SHORELINE UNLESS PUBLIC ACCESS CLEARLY CONFLICTS WITH MARITIME USES OR OTHER USES REQUIRING A WATERFRONT LOCATION.

POLICY 1

Assure that new development adjacent to the shoreline capitalizes on its unique waterfront location, considers shoreline land use provisions, improves visual and physical access to the water, and conforms with urban design policies.

POLICY 2

Maintain and improve the quality of existing shoreline open space.

POLICY 3

Create a trail around the perimeter of the City which links open space along the shoreline and provides for maximum waterfront access.

POLICY 4

Create a visually and physically accessible urban waterfront along the Embarcadero corridor between Fisherman's Wharf and China Basin.

POLICY 5

Provide new public open spaces along the shoreline.

Citywide System

OBJECTIVE

DEVELOP AND MAINTAIN A DIVERSIFIED AND BALANCED CITYWIDE SYSTEM OF HIGH QUALITY PUBLIC OPEN SPACE.

POLICY 1

Provide an adequate total quantity and equitable distribution of public open spaces throughout the City.

POLICY 2

Preserve Existing Public Open Space.

POLICY 3

Preserve Sunlight in Public Open Spaces.

POLICY 4

Gradually eliminate non-recreational uses in parks and playgrounds and reduce automobile traffic in and around public open spaces.

POLICY 5

Preserve the open space and natural historic, scenic and recreational features of the Presidio.

POLICY 6

Make open spaces accessible to people with special needs.

POLICY 7

Acquire additional open space for public use.

POLICY 8

Develop a citywide urban trails system that links city parks and public open space, hilltops, the waterfront and neighborhoods and ties into the regional hiking trail system.

POLICY 9

Maintain and expand the urban forest.

POLICY 10

Develop a master plan for Golden Gate Park.

POLICY 11

Develop McLaren Park into a high quality, city serving park.





Neighborhoods

OBJECTIVE

PROVIDE OPPORTUNITIES FOR RECREATION AND THE ENJOYMENT OF OPEN SPACE IN EVERY SAN FRANCISCO NEIGHBORHOOD.

POLICY 1

Make better use of existing facilities.

POLICY 2

Maximize joint use of other properties and facilities.

POLICY 3

Renovate and renew the City's parks and recreation facilities.

POLICY 4

Acquire and develop new public open space in existing residential neighborhoods, giving priority to areas which are most deficient in open space.

POLICY 5

Require private usable outdoor open space in new residential development.

POLICY 6

Assure the provision of adequate public open space to serve new residential development.

POLICY 7

Provide open space to serve neighborhood commercial districts.

Downtown

OBJECTIVE 1

PROVIDE QUALITY OPEN SPACE IN SUFFICIENT QUANTITY AND VARIETY TO MEET THE NEEDS OF DOWNTOWN WORKERS, RESIDENTS, AND VISITORS.

POLICY 1

Develop an open space system that gives every person living and working downtown access to a sizable sunlit open space within convenient walking distance.

POLICY 2

Provide different kinds of open space downtown.

POLICY 3

Give priority to development of two categories of highly valued open space: sunlit plazas and parks.

POLICY 4

Provide a variety of seating arrangements in open spaces throughout downtown.

POLICY 5

Address the need for human comfort in the design of open spaces by minimizing wind and maximizing sunshine.

POLICY 6

Improve the usefulness of publicly owned rights-of-way as open space.

OBJECTIVE 2

CREATE AN OPEN SPACE SYSTEM ACCESSIBLE TO AND USABLE BY EVERYONE DOWNTOWN.

POLICY 1

Encourage the creation of new open spaces that become a part of an interconnected pedestrian network.

POLICY 2

Keep open space facilities available to the public.

POLICY 3

Provide open space that is clearly usable and easily reached from the street.

OBJECTIVE 3

PROVIDE CONTRAST AND FORM BY CONSCIOUSLY TREATING OPEN SPACE AS A COUNTERPOINT TO THE BUILT ENVIRONMENT.

POLICY 1

Place and arrange open space to complement and structure the urban form by creating distinct openings in the otherwise dominant streetwall form of downtown.

POLICY 2

Introduce elements of the natural environment into open space to contrast with the built-up environment.



San Francisco from the Marin Headlands, GGNRA

The Bay Region

OBJECTIVE

PRESERVE LARGE AREAS OF OPEN SPACE SUFFICIENT TO MEET THE LONG-RANGE NEEDS OF THE BAY REGION.

The Bay Area has developed to the point where an extensive regional open space system is needed. Such a system should preserve undeveloped or predominantly undeveloped land or water area which has value for 1) conservation of land and other natural resources, 2) recreation and park land, 3) historic or scenic purposes, 4) controlling the location and form of urban development, and 5) agriculture.

Areas which should remain in open space because they have one or more of these characteristics have been identified in the Association of Bay Area Governments (ABAG) Regional Plan and the Bay Conservation and Development Commission (BCDC) Bay Plan. Some areas include major natural features of the region such as coastal plains, beaches, portions of the Bay and its shoreline, vineyards and grazing lands, or forests. Other areas have been designated as open space because of the natural resources they contain, or because of their proximity to urbanizing areas. Taken together, the areas designated in these plans provide a sound basis for developing a city-centered metropolitan region surrounded by a comprehensive system of open space. As additional plans are completed for the coastline and other areas, they should be used as a basis for acquiring open space.

POLICY 1

Protect the natural character of regional open spaces and place high priority on acquiring open spaces noted for unique natural qualities.

Unlike urban parks, which usually are man-made, regional open spaces often encompass delicate ecological systems which are strained when subjected to

intensive recreational use. Since natural open spaces are not easily obtained in the city, it is in San Francisco's interest that new regional parks are acquired as needed and that existing open spaces are not overloaded or environmentally damaged. The city also has a special interest in seeing that the regional open spaces acquired supplement the types of recreation offered in the city.

In general, recreational activities in regional open spaces should be oriented around the natural qualities of the area. Natural site characteristics should be the primary determinants of the types of recreational activities allowed. Construction should be limited to facilities which support these activities. Fire and access roads and parking facilities or other necessary improvements should be designed for minimal environmental impact. Use of the automobile should be carefully limited. In most cases, the automobile should be relied upon for initial access only; for internal circulation, emphasis should be on foot trails or some form of public transit. However, vehicular access should be permitted in appropriate areas, when required by senior citizens and handicapped individuals. When supporting facilities are required, they should be thoughtfully designed, inconspicuous, and in keeping with the surrounding environment.

POLICY 2

Make open space lands already in public ownership accessible to the public for compatible recreational uses.

The City and County of San Francisco owns over 60,000 acres of open space lands in San Francisco, Alameda, Contra Costa and San Mateo Counties. These lands are managed as watershed lands and serve as the city's major water source. Because of the need to protect water quality and the filtration capability of the existing system, the watershed property has not been open to large-scale public recreational use.

The City should provide public access to San Francisco Water Department lands

that are not used for water storage and supply, and at other properties as treatment facilities are installed that permit compatible use for recreation with no negative impact on water quality. If San Francisco Water Department property becomes surplus, appropriate land areas should be dedicated for use as public open space.

POLICY 3

Increase the accessibility of regional parks by locating new parks near population centers, establishing low user costs, improving public transit service to parks and creating bike and hiking trails.

Many state and national parks are located a considerable distance from densely populated urban areas. Automobile access is usually required. Most of these parks are excellent for vacations, but they are often impractical for weekend or day use.

While overloading parks should be avoided, cost or inconvenience should not in itself exclude people from parks. Rather, user costs should be held low, accessibility improved, and new regional parks located close to cities. At the same time access is made easier, recreational activities in parks should be carefully managed to prevent overuse and environmental damage.

Public Transit

Improved public transit is key to increasing the accessibility of regional parks. Frequent and convenient transit service will make it easier for people who do not own cars to reach these areas, encourage people with cars to leave them at home when going to the parks, and reduce the impact of the automobile on the natural landscape. Transit can also be used to shift demand from crowded parks to lesser known facilities.

Bicycle Trails

A regional bikeway system should be developed for the San Francisco Bay area

to provide for more recreational transportation throughout the Bay area and to regional open space areas. The bicycle can provide another alternative to the automobile for access to regional open space areas at minimal cost without adverse effects on the community or open space. Creation and maintenance of a safe and convenient bike route system would also foster bicycling as a recreational activity. Bike trails that tie population centers to regional parks and open space are particularly appropriate.

Creation of a shoreline trail and route system circling the bay, and bicycle routes on the major regional ridgelines should be given high priority for implementation in the years ahead. The potential for developing exclusive recreational bicycle trails along stream corridors, the ocean, and abandoned rail rights of way throughout the region should be investigated. The City should work with other local municipalities, public agencies and interested private organizations and individuals to develop a comprehensive regional bicycle trail system for the Bay area.

The City's bicycle trail system, identified in the Transportation Element of the Master Plan, should tie in with the regional bicycle trail system. Better linkage is needed between the City's bike routes and suggested regional bikeway trails. A safer and more convenient connection with the regional bike route at the Golden Gate Bridge concourse could result in increased bike ridership to Marin and the North Counties. Better linkage is also needed along the Great Highway or other routes to meet the South San Francisco and Peninsula bike routes.

Provision for Bicycles on Transit

Better coordination with regional public transportation networks could increase potential bicycle usage with little public expenditure. The Bay Area Rapid Transit (BART) system already permits bicycles on the system during non commute hours. Brochures or maps that provide

information about and directions to nearby parks and regional open space should be available at outlying BART stations. Bicycle racks should be added to bus carriers that serve regional parks as a primary destination. Provision of bicycle racks on buses serving these routes would provide recreational bicyclists with better access to regional parks and open space.

Regional Hiking Trails

Hiking trails can provide pedestrian access to regional parks and open spaces, and link these to communities throughout the region. The East Bay Regional Park District has been creating and developing hiking, bicycle and equestrian trails to link some of the regional parks within their jurisdiction. A hiking trail system of this type should be created or extended throughout the region. Convenient linkages between the Bay Area regional hiking trail system and the San Francisco urban trail system should be created.

National Historic Trail

In 1775, the Spanish explorer Juan Bautista De Anza set out northward on an overland expedition from Sonora, Mexico, through Arizona and California to the San Francisco Bay Area. The National Park Service is working with other public agencies and private groups to establish the De Anza National Historic Trail. The City should coordinate work with these groups to designate a trail route within the City and County of San Francisco that follows the route of the De Anza Expedition as closely as possible. The City should encourage installation of trail markers, and provision for a route map and public information to enhance public use and enjoyment of the trail.

POLICY 4

Coordinate with existing regional park districts, open space agencies, private sector and nonprofit institutions to acquire and manage a regional greenbelt.

Public agencies and private organizations and individuals are working to maintain open space in the Bay Region. These bodies include the Federal Government, the State of California, a multitude of local governments, several sub-regional open space agencies, as well as public nonprofit organizations and private landholders. Preserving a regional open space system is beyond the scope of the seventy-odd local governments in the nine county Bay Area. Valuable open spaces cross city and county lines and individual municipalities have neither the regulatory powers nor the funds to retain them. Preservation of such spaces will depend upon regional action.

Ideally, regional open space should be handled by a regional agency with the authority to 1) enact an official regional plan and have temporary permit powers over all open spaces of regional value until the plan is adopted, 2) acquire open space through the eminent domain process, and 3) raise money to purchase, manage and develop the regional open space system through methods such as grant application and taxation.

Until a regional open space agency is formed, the City should facilitate efforts of existing agencies and organizations working toward regional open space goals. The City should encourage and work with these groups to secure additional land for open space retention and management, and to maintain existing open space areas in their current undeveloped open space status. The City should also support use of selected areas of open space lands within its jurisdiction for appropriate recreational uses.



Sutro Heights, Golden Gate Park & Ocean Beach

Citywide System

OBJECTIVE

DEVELOP AND MAINTAIN A DIVERSIFIED AND BALANCED CITYWIDE SYSTEM OF HIGH QUALITY PUBLIC OPEN SPACE.

Public open spaces serving the entire city offer a variety of opportunities to city residents and visitors alike. Unlike neighborhood facilities which aim at a basic level of service in every community, city serving facilities tend to be larger and provide specialized programs, activities or recreation opportunities. Because of this specialized nature of city serving open spaces, diversity and balance are important objectives.

Golden Gate Park is the keystone of the citywide system because of its size and the specialized landscape elements and recreational opportunities available within it. Other large landscaped city parks, hilltop open spaces, waterfront parks and plazas are highly visible elements in the citywide system. Although primarily undeveloped at present, John McLaren Park because of its size has the potential of becoming a major component of the citywide system.

All parts of the citywide system should supplement each other by providing a wide choice in recreational activities. New facilities should not duplicate services offered in other city serving parks unless demand for some facilities warrants duplication to prevent overcrowding at existing locations. As new programs and facilities are proposed, their locations should be selected to correct any imbalance resulting from popular attractions located in a few open spaces. Landscaping and capital improvements projects, over and above those required to maintain the existing system, should be aimed at improvements which will make certain spaces or programs more attractive so that overload may be eased.

A balance should be maintained between city serving and neighborhood facilities. Although modest expansion of the citywide system is called for in this plan, particularly on the shoreline, this expansion should not be achieved at the expense of neighborhood facilities and programs. Resources should be allocated in such a way that citywide and neighborhood facilities are maintained at an equally high level.

Achieving a balanced and diversified citywide recreation system also depends on citizen participation. Just as neighborhood groups help determine what programs and activities are to be offered in neighborhood facilities, so should citizens play a major role in determining additions, improvements, and changes in the citywide system.

POLICY I

Provide an adequate total quantity and equitable distribution of public open spaces throughout the City.

There are two components to this policy. The first is that there should be enough public open space in total to serve the City's population. The second is that public open space should be evenly distributed throughout the city so that people do not have to travel too far to reach them.

The San Francisco Recreation and Park Department currently owns and manages over 3,300 acres of open space. In addition, the State owns 171 acres and the Federal government owns 619 acres. Publicly owned open space is shown in Map 1. This amounts to about 6.3 acres per 1,000 San Francisco residents, a figure that compares favorably with a standard developed by the National Park and Recreation Association which calls for 4 to 5 acres per 1,000 population in urban areas.



CITY OWNERSHIP

- Recreation And Park Department
- Other City Departments

STATE OWNERSHIP

- Candlestick Point State Recreation Area
- Other State Property

FEDERAL OWNERSHIP

- Golden Gate National Recreation Area (GGNRA)
- Other Federal Property

NOTE
BECAUSE OF THE SCALE OF THIS MAP
IT IS NOT POSSIBLE TO SHOW PRECISE
BOUNDARIES OR EXCEPTIONALLY
SMALL OPEN SPACES

**Map 1
PUBLIC OWNERSHIP OF EXISTING OPEN SPACE**

About half of this City-owned acreage is composed of a few large parks and recreation areas which are used by residents throughout the city. The other half is made up of smaller open spaces which are used by residents of the area surrounding the open space.

Although, taken as a whole, the City is well endowed with open space and although that open space is generally well distributed, some parts of the City have deficiencies. The City should work toward eliminating these deficiencies and improving the distribution of open space throughout the City.

The "neighborhood service area" concept is key to providing equitable distribution of public open space. The "neighborhood service area" is based on the distance most prospective users from adjacent neighborhood areas are willing to walk to reach an open space. The neighborhood service area varies by the size and type of open space and the nature of the surrounding topography.

Depending on its size and features, the space may accommodate organized field sports and other forms of active recreation, more passive recreational pursuits, or a combination of activities. These features may attract different user groups from the service area. Pre-schoolers, school age children, teenagers, adults, and senior citizens are the user groups which are relevant for planning purposes.

A large public open space with many features generally has a larger service area than a small one. However, in some instances, a small but well designed and maintained open space or one offering specialized programs may serve people travelling from a greater distance than a larger open space with less desirable features.

Depending on their size and the facilities they offer, open spaces can be categorized as city-serving, district-serving, neighborhood-serving, or subneighborhood-serving.

City-Serving Open Spaces

City-serving open spaces vary in size, from small areas with unique features to large parks. Examples include Golden Gate Park, Twin Peaks, and John McLaren Park. City serving open spaces exist throughout the city. Characteristically, they contain unique features which may include forested areas, fields and open landscapes, water features, and vista points. They may also contain facilities for specialized active recreation requiring large areas, such as for day camp, golfing, boating, horseback riding and bicycling.

Because of the size or specialized nature of city-serving open spaces, they may attract people from the the entire city and beyond, who come by car or public transit. City-serving open spaces that have facilities such as playfields, recreation centers, playgrounds and totlots may also be heavily used by nearby neighborhood residents who walk to the space.

Neighborhood areas within one half mile of a city-serving open space are considered to be within its neighborhood service area. This is about a ten minute walking distance.



District-Serving Open Spaces

District-serving open spaces are usually larger than ten acres, and serve more than a single neighborhood or community. They usually contain playfields and recreational facilities for active use. The playfields are designed primarily to accommodate students and adults, and provide facilities for organized team sports. District-serving open spaces may also include indoor recreation facilities for swimming, basketball and other active, as well as more passive, pursuits.

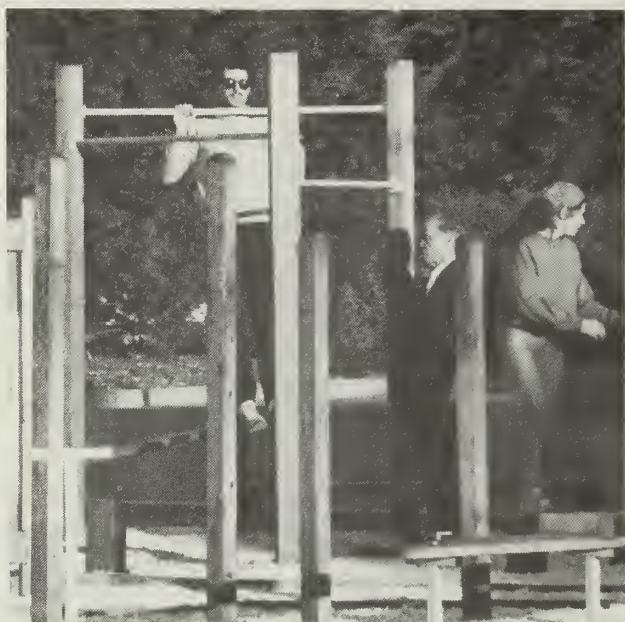
Neighborhood areas within $\frac{3}{8}$ ths of a mile of a district-serving open space are considered to be within its neighborhood service area. This is about a seven and a half minute walking distance.

Neighborhood-Serving Open Spaces

Neighborhood-serving open spaces primarily serve a single community or neighborhood and are usually one to ten acres in size. Preferably their minimum size is four to five acres to afford a variety of landscape and recreation experiences. They are usually landscaped, contain areas of scenic interest that are natural or man-made, and provide for passive and/or active recreational pursuits, not requiring organized programs.

Neighborhood-serving open spaces are generally designed to accommodate all user groups, from pre-school through seniors. They usually have playground areas containing a playlot, apparatus area and turf play area. They may also contain playfields and/or athletic facilities to accommodate school age students as well as adults. However, some squares, plazas, hilltop and shoreline open spaces also act as neighborhood serving sites.

Neighborhood areas within one-quarter of a mile of a neighborhood-serving open space are considered to be within its service area. This is about a five minute walking distance.



Hilltops and shoreline open space are categorized as city-serving open space because of their unique locations. However, because these types of open space offer specialized and more limited recreation options, they are assigned a smaller neighborhood service area.

Subneighborhood-Serving Open Spaces

In most cases subneighborhood-serving open spaces are less than one acre in size and are used primarily by people from the immediately adjacent area. In these small spaces, which are often called mini parks, athletic facilities are usually not available. They frequently include a totlot or playground. Totlots are designed primarily for children of pre-school age and may contain a sandbox, play apparatus, and sitting areas for adults. Playground facilities are designed primarily for children of elementary school age and contain a playlot, apparatus area, turf play area, as well as areas for active sports, games and landscaped parklike areas. They also generally provide a small landscaped space with seating areas for all users to enjoy. Neighborhood areas within one-eighth of a mile of a subneighborhood-serving space are considered to be within its service area.

Open Space Distribution

Existing public open spaces and their neighborhood service area boundaries, which have been adjusted to take into account the surrounding topography, are shown on Map 2. Neighborhood areas that fall outside these service area boundaries are not adequately served by public open space.

POLICY 2

Preserve Existing Public Open Space.

San Francisco's public open space system is fairly extensive. It ranges from large parks to undeveloped street rights-of-way. Much of the system is under the jurisdiction of the Recreation and Park Department. In addition to this land, a significant portion of the public open space in San Francisco is only informally part of the city's park and recreation

system. This open space is held by a number of public agencies and is also either used for recreation or appreciated for its natural qualities, but is neither a public park nor a playground. Open spaces in this second category include shoreline land owned by the Port of San Francisco, certain reservoirs, grounds of public institutions, forts, land for slope and view protection, roadway landscaping, alleys, dedicated public walkways and undeveloped street rights-of-way. Open spaces such as these are a very important part of the city's open space system. They supplement playgrounds and parks and are a major visual asset.

Development sometimes threatens public open spaces regardless of whether or not it is a formal part of the City's system. While few public open spaces have been lost in their entirety to other uses, almost all public open space at one time or another has been viewed as a source of vacant land for new construction. The shortage of vacant sites and the intensity of development in San Francisco produce pressures on the city's public open space. These same factors generate considerable demand for open space and leave few opportunities to expand the open space system. Consequently, it is essential that the City preserve the public open space which remains.

Despite general agreement on the need to preserve public open space, over the years developments may indeed be proposed on public land designated as open space in this plan. It is anticipated that the most persuasive arguments in favor of development will be based on the "public value" of the proposed development. The public value will differ among proposals, and a determination of this value as compared with the value of open space will be difficult. In order to assist in this determination, four types of potential development proposals have been identified. If proposals for these types of development occur, the following policies should be applied:



EXISTING PUBLIC OPEN SPACE

OPEN SPACE SERVICE AREA Areas within acceptable walking distance

Open Space Category	Size in Acres	Service Area Radius in Miles
Citywide	varies 1 - 1000	1/2
District	over 10	3/8
Neighborhood	1 - 10	1/4
Subneighborhood	less than 1	1/8

NOTE
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Map 2 PUBLIC OPEN SPACE SERVICE AREAS

Nonrecreational Uses

Proposals for nonrecreational uses in public parks and playgrounds may arise in the future. Some may be for public facilities such as parking garages, streets and buildings, and for private or semi-public facilities. Development of this kind in parks and playgrounds should, without exception, be prohibited.

Recreation and Cultural Buildings

Many San Francisco neighborhoods need more gymnasiums, swimming pools and other indoor facilities. Citywide recreation and cultural facilities also require new buildings and room to expand. The scarcity of sites and the high cost of land, together with the recreational nature of such facilities, make parks and playgrounds frequent candidates as sites for recreation and cultural buildings.

This situation is often in conflict with the need to retain outdoor open space. The value of parks and playgrounds in a highly developed city like San Francisco is immeasurable. San Francisco's neighborhoods are densely populated, and many residents have no access to open spaces other than that provided by the City. Even in those areas with private yards, city parks make neighborhoods more livable. San Francisco's parks and playgrounds are a great asset to the City. Building in them results in a loss of open space which can rarely be replaced.

The City's policy should be made clear: where new recreation and cultural buildings are needed they should be located outside of existing parks and playgrounds. When new indoor facilities are needed, the City should allocate funds for land acquisition as well as for construction. Outdoor space in parks and playgrounds should not be diminished except in a few unique cases such as the Zoo, which requires special indoor facilities, and John McLaren Park, which is underdeveloped and may provide a good site for new recreation facilities designed to relieve pressure on overused facilities.



This policy is not intended to disregard the importance of indoor recreation facilities. It is recognized that a properly balanced system combines both indoor and outdoor spaces and programs. San Franciscans, however, should not be put in the position of developing indoor facilities at the expense of valuable outdoor open space and the amount of outdoor open space in parks and playgrounds should not have to be reduced in order to avoid buying land for new indoor recreation or cultural facilities.

Proposals for additions to existing recreation and cultural buildings in parks and playgrounds should be evaluated by the same process as that outlined below for supporting facilities.

Supporting Facilities

Many of the sites designated for open space in this plan are under the jurisdiction of public agencies other than the Recreation and Park Department and are intended primarily for public uses other than recreation. Here open space use is secondary to the prime use. Examples are underdeveloped street rights-of-way, property on or adjacent to reservoirs and grounds of public institutions.

In these cases it is anticipated that requests for supporting facilities of various types may arise. These proposed facilities may be necessary to perform the public function of the particular agency holding the land designated as open space. In order to provide a basis for a decision in these cases, the agency proposing the supporting facility should make public the following material:

- o information demonstrating that the facility proposed is necessary to provide the public service of the agency holding the site in question;
- o sufficient proof that alternative sites have been studied and that the proposed facility can be located only on the site in question;
- o a study which assesses the effects of the proposed facility on the site in question and on the surrounding neighborhood.

Since the purpose of the policy is to preserve public open space, the city should not approve projects which are not demonstrated to be necessary by the information submitted, nor should it approve projects whose effects have not been thoroughly assessed. Approval should be based upon the information submitted and on conformity of the project with the Master Plan. Upon approval, the city may request the agency to meet certain design criteria and performance standards which insure such conformity.

Surplus Public Land

Occasionally public agencies find some land surplus to their needs. When public land becomes surplus to one public use, the Master Plan states that it should be reexamined to determine what other uses would best serve public needs. The Master Plan gives priority to direct public uses that meet either immediate or long-term public needs. One of these uses is open space. In cases where the land that is declared surplus is designated as open

space in this plan, the policy is clear: open space should take priority over other public uses and, where necessary and desirable, jurisdiction over the surplus land should be transferred to the Recreation and Park Department. In cases where surplus land is not designated for open space, the site should be evaluated for its usefulness for a number of public or public serving uses, including open space.

Natural Areas

Several open spaces within the City contain areas that are relatively undisturbed and remain in a nearly natural state. They include natural areas within Golden Gate Park, forested areas, grassy open fields and hilltops, and mud flats, beaches and sand dunes, as well as fresh water lakes. These areas support the more common indigenous flora and fauna and may provide habitat for rare or endangered species. These natural areas should be identified and protected from change that would alter the habitat, or promote growth of non-native species. Native plant habitats should be preserved and efforts undertaken to remove exotic plant species from these areas.

POLICY 3

Preserve Sunlight in Public Open Spaces

Solar access to public open space should be protected. In San Francisco, presence of the sun's warming rays is essential to enjoying open space. This is because climatic factors, including ambient temperature, humidity, and wind, usually combine to create a comfortable climate only when direct sunlight is present. Therefore, the shadows created by new development nearby can critically diminish the utility of the open space.

This is particularly a problem in downtown districts and in neighborhoods immediately adjacent to the downtown core, where there is a limited amount of open space, where there is pressure for new development, and where zoning



controls allow tall buildings. But the problem potentially exists wherever tall buildings near open space are permitted.

Properties under the jurisdiction of the Recreation and Park Department or designated for acquisition are now protected by a Charter amendment. It restricts the issuance of building permits authorizing construction of any structure exceeding forty feet in height that would shade these properties from between one hour after sunrise to one hour before sunset, unless it is determined that the impact on the use of the space would be insignificant.

A number of other open spaces are under the jurisdiction of other public agencies, or are privately owned and therefore not protected by the Charter amendment. These spaces should be given other forms of protection to assure they are not shaded during the hours of their most intensive use.

POLICY 4

Gradually eliminate non-recreational uses in parks and playgrounds and reduce automobile traffic in and around public open spaces.

Nonrecreational Uses

The City should gradually eliminate nonrecreational uses in its public open spaces. In the past parks and playgrounds have been used as sites for public facilities such as libraries, fire and police stations, sewer plants and schools. Undoubtedly, the public need for them was great at the time of their construction and many are still essential. But as nonrecreational facilities such as these become obsolete, the City is faced with the decision to renovate them or to relocate them altogether.

In cases where it is possible to provide services elsewhere, it should be the City's policy to eliminate nonrecreational uses in parks and playgrounds, demolish the facility and return the site to open space use. If the facility can be successfully converted to recreational use, then reuse could be an alternative to demolition. The City should not, however, permit the reuse of such facilities for other nonrecreational purposes. The same policy should apply to the reuse of obsolete recreational facilities.

In cases where it is not presently possible to provide services elsewhere, the City should simply maintain the facility and not permit its expansion.

Automobile Traffic

Roads in and around San Francisco's public open spaces are used both by through traffic and by people enjoying the parks. As demand for each intensifies, the conflict between the two uses grows. This conflict should be resolved in favor of open space users because heavy or fast traffic endangers pedestrians, cuts access to open space, damages plant life and reduces the pleasure of being in the open space. The following methods of reducing traffic in and around public open space are consistent with the urban design and transportation elements of the Master Plan and should be applied where possible:

- o Discourage nonrecreational travel in and around public open space by diverting through traffic from open space roads onto major and secondary thoroughfares located at sufficient distance from major open space.
- o Reduce the capacity of roads in public open spaces and redesign existing roads for leisurely, scenic driving. Permit continued use of existing roads for recreational driving where it does not limit pedestrian use and enjoyment.
- o Close off roads to automobiles on a part-time basis in order to return open spaces to recreational use. Expand into full-time street closing where possible. Increase weekend street closings for use by pedestrians and bicyclists.
- o Prohibit construction of new roads and parking lots in developed public open spaces.
- o Encourage walking, and the use of bicycles and public transit for recreational travel.

POLICY 5

Preserve the open space and natural historic, scenic and recreational features of the Presidio.

The Army's military mission in the Presidio is important to the city's economy, as it is to the nation's security. A number of the Presidio's structures are physically and/or functionally obsolete and need to be replaced. The City should support the Army in its efforts to provide modern facilities for its troops and their dependants. At the same time appropriate actions should be taken to preserve open space and enhance the unique historic, scenic and recreational qualities of the Presidio.

The Presidio is among the most important and historic open spaces in the City. Some of the Presidio lands are managed by the U.S. Army and some by the National Park Service as part of the Golden Gate National Recreation Area (GGNRA) or the Fort Point National Historic Site. Both the National Park Service and the Army are responsible for preserving the Presidio's natural setting, and protecting against development that would destroy its scenic beauty and natural character. The Presidio is shown in Map 3.

Much of the area under the jurisdiction of the U.S. Army is maintained as open space, a substantial part of which is accessible to the public. Most of the shoreline area has been transferred to the National Park Service. Jurisdiction of a 10-acre area just east of Long Avenue, currently being used as a motor pool and storage area, should be transferred to the National Park Service to be managed as part of Fort Point National Historic Site. If the Coast Guard station is closed and its function relocated, this property should also be transferred to the GGNRA.

Because of its proximity to the GGNRA and sensitive shoreline resources, the area north of Old Mason Street should be maintained as open space. As opportunities present themselves, developed areas within the shoreline zone should be converted to open space use by relocating existing buildings and uses to other developed areas.

Large portions of the Presidio, including the historic parade ground, have been developed as surface parking lots, much of it for commuters working in the Presidio. The Presidio should develop a transportation management program to expand use of transit, carpools and vanpools, and to reduce the amount of needed parking. Needed parking should be converted into parking structures wherever possible.

The following guidelines should apply to new development and land use changes in the Presidio:

1. No new structures should be built that would adversely affect the scenic beauty and natural character of the Presidio.
2. No additional housing units should be constructed in the Presidio.
3. Except for expansion of facilities of Letterman General Hospital and Western Medical Institute of Research, new construction should be limited to replacement of existing structures with an improvement of similar size.
4. New construction should occur only within the existing developed areas with one possible exception. In order to create more open space for public use in developed areas in the shoreline zone, existing structures in the shoreline zone could be removed and replaced in an existing open space area with less public use potential, if such replacement would not result in the degradation of the Presidio's overall scenic beauty and natural character.
5. The Presidio shoreline should be developed as stated in Shoreline Policy 5 of this Plan, and development should be subject to shoreline guidelines as stated in Shoreline Policy 1.
6. Historic structures and sites should be preserved. The Presidio has been declared a National Historic Landmark and 300 historically significant structures have been identified.
7. A mixture of naturalistic grassland and forest should be maintained in existing open space areas. The Presidio's forestry management plan should promote a balanced approach to maintenance of the forest resource and restoration of the native vegetation communities.

8. The recreation trail system should be maintained and improved. The system should include well designed and marked hiking and bicycle trails through the Presidio. Points of historic interest should be marked. A shoreline trail should link Seacliff with the Marina.

POLICY 6

Make open spaces accessible to people with special needs.

The City should ensure that public open spaces are accessible to all San Franciscans, including persons with special recreation needs. These may include seniors, the very young, people with disabilities. In order to achieve this policy, park and recreation facilities should be planned and programmed for people with special recreation needs in mind.

Recognized design standards for the disabled should be reviewed and employed for all construction in order to facilitate use and enjoyment by persons with disabilities. Design standards for the elderly, and for young children should also be employed to accommodate the specific needs of these user groups. In all new construction, facilities should be constructed consistent with the appropriate design standards. Similarly, as parks and facilities are renovated, these same design standards should be applied. Facilities which do not meet the standards should be identified and necessary modifications should be programmed as priority items, and implemented as funds become available.

Special recreation programs are also needed for groups and individuals whose particular recreation needs are not ordinarily met at existing facilities, or in existing programs. Some facilities and programs are now available. As new or extended programs are offered, additional professionally trained staff and facilities may be required. In addition, transportation programs may be required to bring individuals and groups with special needs to the facilities.

POLICY 7

Acquire additional open space for public use.

San Francisco already has an extensive system of public open space owned by the Recreation and Park Department, other City agencies, and the State and Federal government. Nevertheless, additional public open space is needed in certain areas and should be acquired and/or developed for public use and enjoyment. These areas are shown on Map 4. The Shoreline section of this Plan identifies areas along the shoreline, particularly on the eastern waterfront, which should be made into usable public open space. The Neighborhood section of the Plan discussed some specific sites and some general areas where additional public open space is needed but where specific sites have not been identified. Similarly the Downtown section of the Plan discusses where additional open space is needed.

In some cases, a parcel or parcels indicated for acquisition may be in active use. In those cases, acquisition may be delayed until change in use or tenancy occurs, or the property could be acquired and leased back to the user until development for open space use would be beneficial. In this way, public ownership of properties identified in this plan could be assured while limiting financial impacts to current property owners or tenants.

Priority should be given to acquiring sites which are threatened by development. An application to develop a privately owned site cannot legally be denied solely on the ground that it is proposed for public open space use in this Plan. Therefore, if the owner of a privately owned site proposed for acquisition wishes to develop the site it should be determined whether the Recreation and Park Commission is prepared to proceed with acquisition or whether there are alternative means to acquire it, and if not, processing of the development proposal should proceed. If development does occur, the situation should be examined to determine whether the site

should remain in the Plan for some possible future acquisition or whether it should be dropped from further open space consideration and the Plan amended accordingly.

POLICY 8

Develop a citywide urban trails system that links city parks and public open space, hilltops, the waterfront and neighborhoods and ties into the regional hiking trail system.

An urban trails system should be created on streets and public rights-of-way and provide interesting pathways to link city parks and public open space with the neighborhoods. A comprehensively planned urban trail system, composed of carefully selected routes and well designed details, could be a valuable recreation resource. The citywide system should have convenient links with the regional hiking trail system. Development of the trail system should include the following elements:

Route Selection

The objective in route selection should be to choose trails that provide information about the city's history, frame vistas of the City and Bay region, and permit the opportunity to view and visit interesting cultural, architectural and natural geographic features. The trail system should link city parks and public open space with interesting historic, natural, and man-made features that may attract and accommodate a variety of users.

Route Information

A map showing the trail route and park system should be available for public distribution. Trail markers or signs should also be installed along the route. Historic photographs or other information could provide interesting information about the route or particular location.



EXISTING PUBLIC OPEN SPACE



Retain Outdoor Open Space ,
Preserve Natural Qualities , And
Where Appropriate Convert To
Public Recreational Use

NOTE :
BECAUSE OF THE SCALE OF THIS MAP
IT IS NOT POSSIBLE TO SHOW PRECISE
BOUNDARIES OR EXCEPTIONALLY
SMALL OPEN SPACES

PROPOSED PUBLIC OPEN SPACE



Acquire For or Convert To
Public Open Space



Provide New Open Space In
The General Vicinity



Proposed Shoreline Trail

**Map 4
CITYWIDE RECREATION & OPEN SPACE PLAN**

Landscape Treatment

Landscape treatment of the trail system could include installation of trees and other vegetation as well as special paving materials and street furniture to provide pleasant resting areas. Use of street furniture, signage, and other design elements should be used consistently along the trail to facilitate trail identification.

POLICY 9

Maintain and expand the urban forest.

Trees planted in city parks, on public open space, on city streets and on private property, collectively form the "urban forest". This urban forest contributes substantially to the quality of life in the city. Trees impart a sense of nature, provide shade and moderate the microclimate. Strolling through a grove of trees in a City park, a private yard, or along a public sidewalk, or viewing a forest on a distant hilltop, are experiences that enrich one's enjoyment of the city.

Street trees contribute to the streetscape environment and can be used to visually screen unattractive and incompatible land uses.

Private property owners should be encouraged to plant street trees fronting their property consistent with an overall street tree planting plan. Street trees should be required in new development in residential, commercial, and neighborhood commercial districts with provision for substitution of other landscape material or waiver of the requirement in those limited instances where street trees would interfere with pedestrian circulation.

The City plants trees in city parks and public open space, and along certain major city streets. These are maintained on a regular and emergency basis by the city. However, maintenance of most of the City's street trees, and all trees on private property, is the responsibility of the abutting property owner. This obligation should be enforced.

Many of the city-maintained trees have reached maturity, and need to be replaced. This is particularly true in the city's older parks, where many trees are dead, or visibly decaying. A major reforestation effort should be undertaken by the City in many of the larger parks, on other City properties and some major public streets. The magnitude of this effort is beyond the current scope of existing tree maintenance programs and budgets. A far sighted program should be developed to adequately maintain San Francisco's urban forest, and to ensure a legacy of green in the century ahead.

A reforestation program should include the following major program elements:

Systematic Inventory

A systematic inventory of the urban forest should be undertaken. The database should be both comprehensive and easy to update. Data elements should include geographic location, tree species, size, age, and disease classes, and other information as may be necessary or desirable.

Planting, Tree Replanting and Maintenance

A reforestation and horticultural maintenance element should provide a framework for program implementation. Principles of urban planning, landscape design, and horticulture should be employed to determine appropriate form, texture, color and scale of trees to be planted. The diversity of species planted throughout the City should be increased. The species or variety planted in any area should be chosen for design objectives identified in the Urban Design Element of the Master Plan, as well as the tree's ability to thrive in the area's microclimate and soil conditions.

The City should continue to plant street trees. A program to ensure the availability of trees of the species, age, class, and form required for planting should be developed. This could take the form of

developing propagation and nursery facilities, or contracting with private sector nurseries.

Consistent use of recognized planting standards should be used to reduce transplanting shock and ensure the highest viability of all trees planted. Such standards should include guidelines for planting depth, placement, staking, watering and maintenance through the first years of growth.

Trimming and pruning standards should be developed appropriate to different tree forms, and should be consistently adhered to. Proper pruning practices and tree maintenance should result in healthy and well-formed tree canopies that require a minimum of maintenance.

Guidelines should be developed, as appropriate, for required tree removal. Removal of large areas of naturalistic tree plantings will require treatment significantly different from that used to remove over-mature or diseased street trees. When large or overmature trees have been removed, reforestation should proceed as soon as practical. However, a certain number of dead trees should be left standing for their habitat value.

Wood Waste Management and Utilization

Tree removal and reforestation will generate a significant amount of wood and waste products. A program should be developed to utilize the wood and effectively manage the waste generated. Sale of merchantable timber, cord lumber, wood chips, and bark chips could help to offset the cost of the reforestation program, and reduce the solid waste problem that tree removal and maintenance generates.

Interagency Coordination and Public Information

Currently the responsibility of maintaining San Francisco's urban forest rests with several city agencies, and private property owners throughout the City. Tree planting, maintenance and removal standards should be prepared by the Department of Public Works and Recreation and Park Department, and made available to other City agencies and the public. The same standards should be used by everyone responsible for maintaining the City's urban forest. Equipment and trained professionals could be shared by the implementing agencies. Nonprofit corporations, such as the Friends of the Urban Forest, can also provide assistance to neighborhood groups and individuals.



POLICY 10

Develop a master plan for Golden Gate Park.

Golden Gate Park plays a key role in the public recreation system in San Francisco. With 1,017 acres, it is the largest and most diverse park in the City system and provides places for active recreation, cultural institutions, as well as landscaped areas of pastoral character. The park is enjoyed by city and Bay Area residents, as well as national and international visitors.



The park is beset by a number of problems. The park is over one hundred years old. Some of its infrastructure needs to be replaced or renovated. Some buildings and recreation facilities no longer serve the purpose for which they were intended. Forested areas and woody vegetation are overmature or diseased. Conflicts exist between the need for additional recreational development, maintenance of the park's historic and naturalistic character, and preservation of its valuable open space. Transportation problems have developed, including excessive through-traffic, all-day commuter parking, and unsatisfactory pedestrian access and circulation.

To address these problems, a comprehensive Golden Gate Park master plan should be prepared to guide any necessary change, act as a blueprint to guide maintenance of the park's rich landscape, and steward Golden Gate Park through the next century. The plan should seek to fulfill the overriding goal of retaining the integrity of the park's original design while having sufficient flexibility to accommodate society's evolving needs. Consideration should be given to establishment of a separate public advisory committee, supported by a professional staff consisting of planners, landscape architects, recreation specialists, and horticulturists to prepare the plan.

Objectives to guide development of an overall master plan for the park have been adopted by the Recreation and Park Commission. The objectives are to:

1. acknowledge Golden Gate Park's contribution to the diversity of cultural and recreational activities available to residents of San Francisco and the Bay region; recognize the park's importance as an American cultural resource.
2. provide for the protection and renewal of the park landscape.
3. preserve the open space of Golden Gate Park.
4. create and maintain a park-wide system of recreation roadways, pathways and trails. Minimize vehicular traffic.
5. foster appropriate use of park recreation resources.

The Master Plan for Golden Gate Park should include the following elements:

Overall Land Use

This element should identify appropriate areas for required land uses

throughout the park. All activities, features and facilities should be subordinate to the present design and character of the park. The plan should preserve the park's valuable open space and not permit construction of new recreation or cultural buildings within Golden Gate Park unless incidental to enjoyment of the Park's open space. No additional roadways should be allowed to encroach on the park. Emphasis should be given to activities which do not diminish open space.

The primary function of the park is to serve the recreation needs of all San Francisco residents. While the park is used heavily by nearby neighborhood residents, no alteration from the present character should take place specifically to accommodate recreation functions. The primary function of which is to serve the adjacent neighborhood. Neighborhood serving facilities should be located in the adjacent neighborhoods themselves.

Landscape Design and Features

This element of the master plan should provide for the protection and renewal of the park's unique landscape areas. The size and form of the park's major pastoral landscape elements, its meadows and wooded areas should be retained and renewed. Similarly, the overall evergreen landscape character of the park should be maintained as the dominant design element.

Existing formal gardens and colorful horticultural displays should be retained; however, new colorful horticultural displays should not be introduced into predominantly evergreen areas. Landscape design standards should be employed to guide restoration and maintenance of meadow areas, lake and water course edges, park entrances and pedestrian pathways, intensive recreation use areas, and roadways and other paved areas.



Reforestation and Vegetation Management

The existing forest management plan, which includes an extensive tree inventory program, design guidelines, and reforestation program has been adopted by the Recreation and Park Commission, and should be an integral part of the overall plan.

Landmarks and Structures

An inventory of existing structures and recognized landmarks should be compiled. Historic values, physical and structural conditions, and current and required maintenance levels should be evaluated. The plan should encourage restoration and reconstruction of landmarks and require that any modification or replacement of existing buildings be compatible with the landscape character and historic features of the park.

Restoration requirements should be identified and programmed as part of the capital improvement budget, or other funding sources. While advocating the provision of park amenities and visitor services, the plan should prohibit any construction which would detract visually or physically from the character of the park.

Circulation

This element should focus on all forms of access to and circulation throughout the park. The master plan should create and maintain a park-wide system of recreational roadways, pathways and trails while minimizing vehicular traffic. Key elements should include the restriction of through-traffic to designated roadways and reduction of the number and impact of such roadways. The plan should also encourage use of public transit, development of a safe and inviting pedestrian system, and accommodate bicycle and equestrian trail systems. The Golden Gate Park Transportation Management Plan should form the basis for the Circulation Element.

POLICY 11

Develop McLaren Park into a high quality, city serving park.

McLaren Park, primarily undeveloped parkland, should be developed into a park of high quality. A master plan for the park should be adopted by the Recreation and Park Commission. A variety of landscape features and specialized recreation facilities could be accommodated on the 318 acre park site. McLaren Park should become a citywide resource, because of its large size, varied landscape, and the specialized activities and programs that may be suited for development within the park. McLaren park should also offer uses which satisfy the recreation needs of adjacent neighborhoods. Neighborhood-serving uses should be sited primarily along the park's periphery.

Development of the park should capitalize on the site's natural conditions, including topography, existing native vegetation, and views. Natural areas of the park, including open grasslands and wooded areas, should be preserved. When adding new features simple forms, and natural appearance should be emphasized. New plantings should be added in the park to act as windbreaks, to define subareas of

the park, and to provide visual accents. Plant species should be hardy, wind and fire resistant and provide for and enhance wildlife habitats. Existing wildlife habitats should be preserved and a management plan should be developed to insure their long-term viability.

The existing trail system should be retained and missing linkages completed. Any new development should build on the existing infrastructure including roads and parking areas, the irrigation system and drainage structures, lighting and electrical installations. New recreation areas should serve active, as well as passive, non organized recreation needs. The park should include the following specialized features: an equestrian center and riding trails, a renovated amphitheater, meadows, overlooks, picnic areas, a park office and community center building.



Aquatic Park, Fort Mason, The Marina Green & The Presidio

The San Francisco Shoreline

OBJECTIVE

PROVIDE CONTINUOUS PUBLIC OPEN SPACE ALONG THE SHORELINE UNLESS PUBLIC ACCESS CLEARLY CONFLICTS WITH MARITIME USES OR OTHER USES REQUIRING A WATERFRONT LOCATION.

The Pacific Ocean, San Francisco Bay and their respective shorelines are the most important natural resources in San Francisco. Their open space potential is considerable. Together they offer unlimited opportunities for water oriented recreation. They are the pride of San Francisco's views and the source of the city's agreeable climate. Furthermore, most of the property adjacent to the thirty-two mile shoreline is in public ownership. This offers an unparalleled opportunity to provide a variety of open space experiences.

The western and northwestern shoreline should function as a long unbroken stretch of open space; its natural qualities should be preserved and should complement the more urban character of new open spaces along the Bay.

On the northeastern and eastern shoreline the objective is different. Here the challenge is to provide more open space along the Bay and public access to the shoreline while maintaining active maritime and other essential waterfront uses.

Significant progress has been made in opening the shoreline to the public. With the advent of the Golden Gate National Recreation Area, the shoreline of the Presidio and Fort Mason have been made available to the public. Sutro Baths has been acquired and Ft. Funston and Lands End have been developed with trails making them more accessible. The creation of the Candlestick Point State Recreation Area in the southeastern corner of the City has added 171 acres and 3 1/2 miles of public shoreline. In the Central Waterfront, Warm Water Cove and Agua Vista Park have been

made accessible, developed by the Port as mitigation for maritime fill projects. In the northeast waterfront, Pier 7 is to be re-developed as a public access pier. Planned development of Piers 1-1/2, 3, and 5 will include major public open spaces and public access. Redevelopment plans for the Pier 1 - Ferry Building - Agriculture Building area includes plazas and open space amenities along the waterfront (however, it is not clear whether these plans will be carried out). A 4.8 acre shoreline park is proposed at Rincon Point, and a 6.8 acre public park and small boat harbor are being developed at the base of Second Street as part of the Rincon Point-South Beach Redevelopment project.

Despite this progress, much remains to be done.

Of the 16 miles of shoreline on the eastern shoreline, only about 4.2 miles are publicly accessible. Of the 11.8 miles of shoreline which is not publicly accessible the U.S. Navy owns about three miles, private property owners own about 1-1/2 miles, and the Port owns the balance.

On the western and northwestern shoreline while a significant amount of public open space has already been retained, permanent preservation of a few prime open spaces has not been insured.

POLICY I

Assure that new development adjacent to the shoreline capitalizes on its unique waterfront location, considers shoreline land use provisions, improves visual and physical access to the water, and conforms with urban design policies.

In order to protect the shoreline and safeguard the public interest in it, the following policies should be applied to new shoreline developments.

Land Use

Priority Land Uses

The most important uses of the shoreline should be those providing substantial long-term public benefits that cannot be provided on other sites within the city. Maritime shipping and freight handling facilities, water-related public recreation and open space, commercial fishing, and water-related industries are included in this category.

Restricted Land Uses

Office, residential, water-related commercial uses such as restaurants, hotels and shops and non water-related industrial uses are appropriate only in the areas designated in this plan or other components of the Master Plan. These uses provide limited public benefits and should be restricted to areas which are not needed for priority uses. Parking accessory to these uses should be in structures or otherwise screened from view. Recreation-oriented commercial services should be permitted where appropriate on land adjacent to open space areas.

Prohibited Land Uses

All developments which do not fall in the previous two categories are not acceptable shoreline land uses. More specifically, industry or commercial uses that are not dependent upon use of the water should not be permitted. Airports and at grade or elevated freeways should not be permitted. Uses such as these should be located away from the shoreline. Parking, unless it is accessory to a permitted use, should not be allowed. Finally, all uses which will adversely affect water quality should be prohibited.

Open Space

All new non-maritime developments, on property abutting the shoreline, should provide and maintain on their sites ground level open space, well situated for public access and designed for maximum physical and visual contact with the water. Maritime uses may substitute overlooks or open space on another part of the shoreline where public access is clearly inappro-

priate because of public safety considerations or significant use conflicts.

The size of the open space provided should directly relate to the size of the new development; the larger the development, the more open space it should provide. Along the water, a generous and well maintained shoreline strip should be reserved to provide public access and accommodate development of a continuous pedestrian and bicycle shoreline trail system, consistent with plans shown on Maps 5-8. A well designed shoreline trail could provide enjoyable visual, educational and recreational experiences for many users. In addition to providing space for pedestrian and bicycle movement, the system should also provide inviting seating areas and viewpoints of waterfront activities.

The types of open space provided in new developments will depend upon the nature of the sites; however, to the extent feasible they should meet the recreational needs of adjacent neighborhoods, especially those deficient in recreation space, and add to the variety of recreational facilities along the entire shoreline.

Urban Design

In urban design terms, new developments should make maximum use of their shoreline locations and complement the shoreline as San Francisco's most important natural resource. More specifically, new developments should:

- o maximize direct physical access to the water;
- o preserve and enhance the natural shoreline, where it exists;
- o in windy areas incorporate design features which will make shoreline open spaces more pleasant and usable;
- o avoid shadowing areas of public use;
- o maintain visual access to the water from more distant inland areas by preserving view corridors and lowering the profile of buildings;

- o restrict uncovered parking beyond the seawall (over water) that is visible from adjacent public areas;
- o screen development from view from the shoreline if it will detract from the natural setting of the shoreline;
- o provide ample natural landscaping;
- o meet the more specific design policies and principles in the Urban Design Element and Western, Northeastern, Central Waterfront and South Bay-shore Plans of the Master Plan.

These policies governing land use, open space and urban design should be applied to new non-maritime developments within the Shoreline Zone designated in this plan. They should be applied to maritime uses only to the extent they are comfortable with the nature and operation of the Maritime facilities.

The Shoreline Zone covers the city's entire shoreline but varies in the degree to which it extends inland depending on the quantity of existing open space and public recreation facilities in the area, the pattern of land ownership, and on the amount of new development anticipated. For the most part, development at the water's edge is of primary concern. There may be developments further inland, however, which affect physical and visual contact with the water or affect the use of the shoreline for open space. Shoreline policies on open space and urban design should be applied to these developments as well.

In locations where major new public open space areas are to be established, active and passive recreation should be the major use. Some limited commercial recreation uses may be integrated with the open space area, subject to the following conditions:

- o The proposed use should be directly related to waterfront recreation activity and compatible with the primary function of the recreation area;



- o Development should be designed to preserve view corridors and create open views to the water and provide usable open space accessible to the general public free of charge;
- o Development should be in a concentrated area and strictly limited in coverage to result in a small-scale, pedestrian-oriented facility that adds interest, variety, and amenity to recreational use of the shoreline;
- o Land should be retained in public ownership.

POLICY 2

Maintain and improve the quality of existing shoreline open space.

Most of San Francisco's shoreline open spaces are located on the headlands and on the western and northern shorelines. For the most part they are now incorporated as part of the Golden Gate National Recreation Area, and administrated by the National Park Service which has made them much more accessible to the public. However, the National Park Service must be adequately funded to assure they are adequately maintained and policed.



Existing open spaces on the north-eastern waterfront should be improved to promote increased public use. Simple public improvements such as effective signs, well marked trails, safety features, landscaping and general cleanup are needed to promote greater use of these and other shoreline areas.

The beaches and tidal flats in the Warm Water Cove, Agua Vista and Mission Rock areas have been dumping grounds for tires, auto parts, concrete slabs, and other debris that limits public use and enjoyment. In addition, severe winter storms have eroded sections of the shoreline. The accumulated debris in these areas should be removed, and the shorelines restored and stabilized. Once the shoreline areas are cleaned up and restored, consistent maintenance should be performed.

Several city agencies, as well as the State and Federal government, provide public open space along the shoreline. Additional coordination and cooperation between agencies could result in more consistent maintenance and result in increased public use and enjoyment. Plans for improvements and renovation should also be coordinated by the affected agencies.

POLICY 3

Create a trail around the perimeter of the City which links open space along the shoreline and provides for maximum waterfront access.

A safe, continuous shoreline trail should be developed linking all waterfront open spaces from Ft. Funston to Candlestick Park. The trail should have continuous waterfront access unless the shoreline location clearly conflicts with active maritime use. At these locations, the trail should be routed inland around the maritime activity and then linked up with the shoreline.

The trail should be designed to provide amenity along the waterfront by installing trees and vegetation that can thrive in the marine environment. Sturdy paving and well designed street furniture should be installed in appropriate locations and design elements employed to provide scale, frame views of the ocean and Bay, and create a consistent and distinctive shoreline trail. Existing underutilized open spaces on the eastern and northeastern waterfront should be improved for public use and enjoyment as part of the shoreline trail development.

The trail should provide for pedestrian and bicycle movement. The trail should use consistent design elements, maintain visual continuity along the waterfront and create a variety of water-edge experiences. The trail should also encourage fishing and other active water-oriented recreational uses along appropriate areas of the shoreline. This may be achieved by installing and maintaining water taps, and basins to facilitate cutting bait and cleaning fish. From China Basin to Aquatic Park, the pedestrian system should be supplemented with a recreation oriented shoreline transit system that will facilitate public access along the waterfront.

Water Taxi Service

At some point in the development of the shoreline the potential to establish a water taxi service between shoreline parks should be investigated. Such a service could provide a desirable transportation service as well as another recreational amenity.

POLICY 4

Create a visually and physically accessible urban waterfront along the Embarcadero corridor between Fisherman's Wharf and China Basin.

The Embarcadero Corridor has the potential to become one of the world's great public waterfronts. However, two massive physical barriers stand between the city and the water's edge. One consists of the bulkhead buildings which were built for the Panama Exposition to beautify the waterfront by screening the "unsightly" shipping activity on the finger piers but which now act as a wall between the City and the Bay. The other consists of the double deck concrete freeway structure erected in the 1950's between Broadway on the north and Folsom on the south.

Many of the bulkhead structures are attractive and some of them should remain because of their visual and historic interest, others should be narrowed or removed to open up visual and physical access to the water. Removal of the bulkhead buildings and installation of a pedestrian promenade between the Agriculture Building and Pier 24 has opened up views of the bay and the Bay Bridge and in a very real sense returned that part of the shoreline to the city. Selective removal of bulkhead buildings elsewhere along the Embarcadero corridor can have the same result. Those bulkhead structures that do remain can be visually opened up so they can be seen through and around and public access can be provided through, around and behind them.



The voters have rejected an opportunity to demolish the elevated freeway. As long as the structure remains, steps should be taken to make the structure less of an obstacle. The area under the structure between Mission and Washington is currently occupied by surface parking lots and two seldom used rail tracks. The parking should be eliminated or reduced and reorganized and the roadway and tracks should be realigned, with as much of the alignment under the freeway structure as is feasible. This would make it possible to enlarge Justin Herman Plaza, create a wider bay side promenade, and provide more area for landscaping. More trees and vines should be planted to screen the concrete structure and sound barriers or baffles should be installed to reduce the noise from the traffic overhead. The portions of the two stub ends of the freeway structure which were installed in anticipation that the elevated freeway would be completed along the waterfront and are not now being used, should be removed.

The pedestrian promenade should be extended the full length of the Embarcadero and the proposals for creation of open space areas and for open space improvements, as outlined for the northeastern shoreline in Policy 5 below should be undertaken.

POLICY 5

Provide new public open spaces along the shoreline.

The City cannot meet all its shoreline recreation potential simply by improving existing public open spaces and by applying the guidelines governing new development. Certainly, shoreline access in private developments and places to fish or view port operations will help realize the shoreline's recreation potential. But some new larger public open spaces are also needed.

Acquisition of new shoreline open space on the northeastern and eastern edge of the City should be given high priority. This is the area most deficient in shoreline open space. It also has the most potential for meeting the recreation needs of neighborhoods in the eastern half of the City. The Recreation and Park Department should work closely with the Port of San Francisco and Redevelopment Agency to provide new parks, and provide additional recreational opportunities and public access along the Bay Shoreline.

Active recreational uses should be promoted along portions of the waterfront. These could include, but not be limited to, water oriented uses such as shoreline fishing, swimming, and boating. New shoreline park land and public open space should be acquired and/or developed. In addition, existing underutilized open space on the Bay Shoreline that is not now in maritime use, or planned for such use, should be identified for public access improvements.

Although the Bay shoreline should have priority for new public parks, a few parcels on the western shoreline should also be acquired or preserved for public open space.

More specific policies for open space development at specific locations along the shoreline appear below.

WESTERN SHORELINE*

OLYMPIC COUNTRY CLUB

Retain as open space. If private golf course use is discontinued, acquire for public recreation and open space, if feasible. If not, cluster permitted development in order to preserve major portions of the area as publicly accessible open space. Maintain trails in the bluff area west of Skyline Boulevard and encourage granting an easement of this area by the property owner to the National Park Service as part of the Golden Gate National Recreation Area (GGNRA).

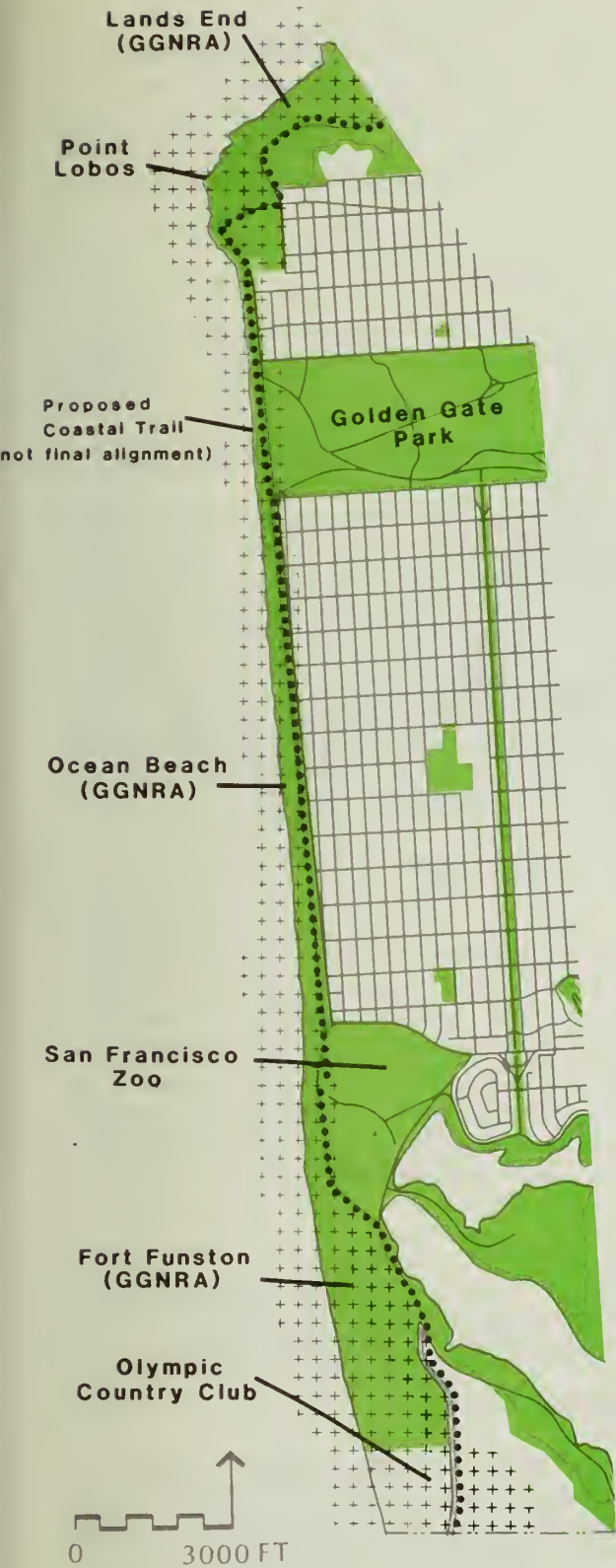
FORT FUNSTON (GGNRA)

Maximize the natural qualities of Fort Funston. Develop recreational uses which will have only minimal effect on the natural environment. Support creation and continued development of an environmental education center. Permit continued use of existing hang glider decks, and picnic areas.

GREAT HIGHWAY

Develop the entire Great Highway right-of-way from Sloat Boulevard north to Pt. Lobos as a recreational parkway. Emphasize slow pleasure traffic and safe pedestrian access to the beach. Create and maintain bicycle, pedestrian and equestrian trails along the corridor and link them to Golden Gate Park and regional coastal trail systems. When a new seawall is constructed, extend the pedestrian promenade and provide convenient beach access stairs at regular intervals.

* The Western Shoreline Plan, which is part of the Master Plan, is the City's plan for the Local Coastal Zone established by the California Coastal Commission. This plan includes objectives and policies pertaining to open space in the area covered by the plan (see Map 5). A summary of these provisions is included here. The Western Shoreline Plan should be consulted for details.



SHORELINE ZONE

+++ All New Development Subject To Shoreline Guidelines

PUBLIC OPEN SPACE

■ Maintain And Improve The Quality Of Existing Shoreline Open Space & Recreation

PROPOSED PUBLIC OPEN SPACE

■ Provide New Open Space Along The Shoreline

..... Proposed Shoreline Trail

Map 5
WESTERN SHORELINE PLAN



Design the seawall, promenade, and beach access system to afford maximum protection to the dune ecosystem. Provide safe access to Ocean Beach by installing signalized crosswalks which are well lit after dark. Provide and maintain trail linkages between Golden Gate Park and Sutro Heights park by creating a landscaped recreational corridor adjacent to the former Playland-at-the-Beach site. Where possible, create new playgrounds for adjacent neighborhoods.

OCEAN BEACH (GGNRA)

Continue as natural beach area for public recreation. Improve and stabilize sand dunes where necessary with natural materials to control erosion.

GOLDEN GATE PARK

Strengthen the visual connection and physical access between the park and the beach. Improve the western end of the park for public recreation and when possible eliminate the sewer treatment facilities. Extend the reforestation program, which has been established to replace dead and dying trees at the windbreak along the ocean, throughout the park to ensure vigorous forest tree growth and maintain high visual quality. Emph-

asize the naturalistic landscape qualities existing at the western portion of the park, and encourage increased visitor use in the area. (Golden Gate Park is more fully discussed in the Citywide System section, policy 11.)

SEAL ROCKS

Maintain Seal Rocks in public ownership and protect the marine wildlife habitat.

CLIFF HOUSE-SUTRO BATHS (GGNRA)

Develop the Cliff House-Sutro Baths area as a nature-oriented shoreline park. Permit limited commercial recreation uses if public ownership is maintained and control development to preserve the natural character of the site. Selectively develop historic bath ruins with stairs, walkways and ramps, seating and landscape improvements to permit increased public use and enjoyment.

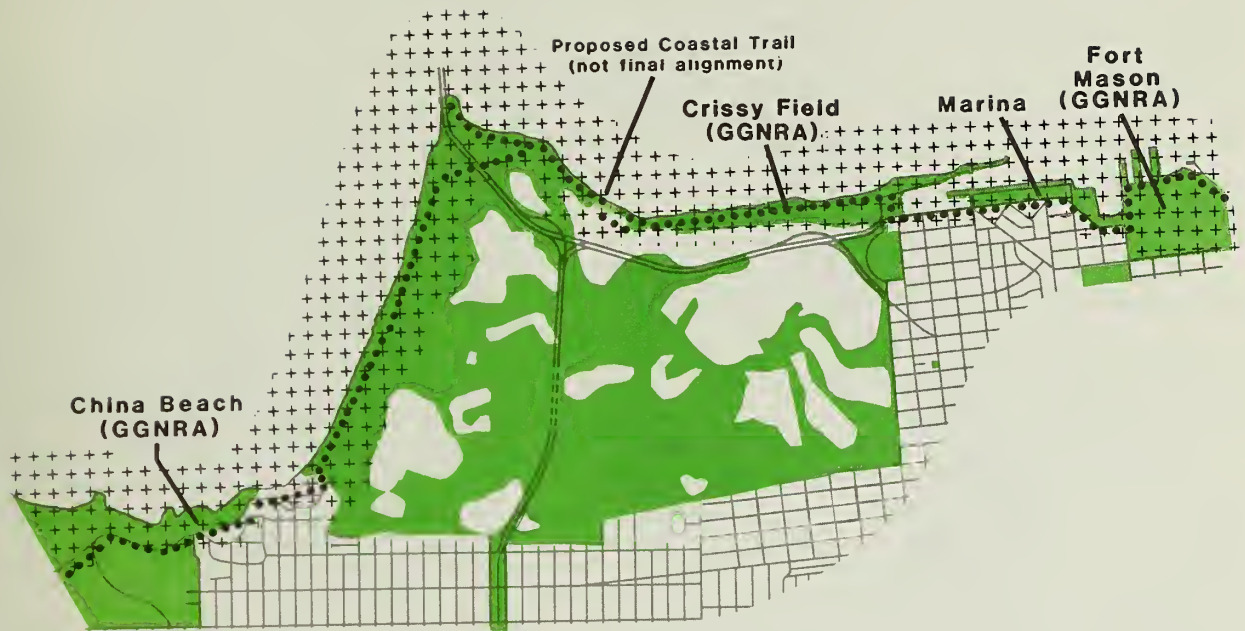
SUTRO HEIGHTS PARK (GGNRA)

Continue use as park and preserve natural features. Restore selected landscape elements and improve overlooks. Protect the natural bluffs. Keep the hillside undeveloped in order to protect the hilltop land-form, and maintain views to and from the park. Acquire the former Playland-at-the-Beach site north of Balboa if funds become available.

NORTHWESTERN SHORELINE

LINCOLN PARK

Continue to provide public recreation facilities in areas that have already been developed. Maintain the remainder of the park as naturalistic open space. Limit improvements to those necessary to ensure access and adequate public safety. Take measures to control erosion where it is a problem and to restore bluff land-forms to a stable naturalistic condition.



Note: For the Presidio see Map 3

SHORELINE ZONE

++++ All New Development Subject To Shoreline Guidelines

PUBLIC OPEN SPACE

■ Maintain And Improve The Quality Of Existing Shoreline Open Space & Recreation

PROPOSED PUBLIC OPEN SPACE

■ Provide New Open Space Along The Shoreline

..... Proposed Shoreline Trail

Map 6 NORTHWESTERN SHORELINE PLAN

EAST and WEST FORT MILEY (GGNRA)

Develop public open space area for continued recreational use and preserve natural and historic features in conjunction with the Golden Gate National Recreation Area. Maintain picnic areas and create an historic interpretive center and facilities for day camp use. Fort Miley Veterans Administration hospital parking should be provided on the hospital grounds.

CHINA BEACH (GGNRA)

Facilitate continued use for ocean swimming and as a public recreation area.

THE PRESIDIO SHORELINE (GGNRA)

Provide, maintain and identify with appropriate signage a continuous shoreline trail from the southwest edge of the Presidio (Seacliff) to its eastern end in the Marina.

Develop the Crissy Field area to permit more intensive recreational uses without significantly altering the character of its open landscape. Enhance existing beach and lawn areas to accommodate varied active and passive recreational uses, and enhance views of the Golden Gate. Integrate the landscaping, design, development and use of the portion of Crissy Field under jurisdiction of the US Army with the portion managed by the National Park Service. Reduce the profile of any development near the National Recreation Area so that it may be screened from view from the shoreline.

The Presidio is more fully discussed in the Citywide System section, Policy 5.

MARINA--PRESIDIO TO GASHOUSE COVE

Maintain the quality and character of the Marina Green. Enhance public access to boat marinas consistent with reasonable marina privacy.

FORT MASON (GGNRA)

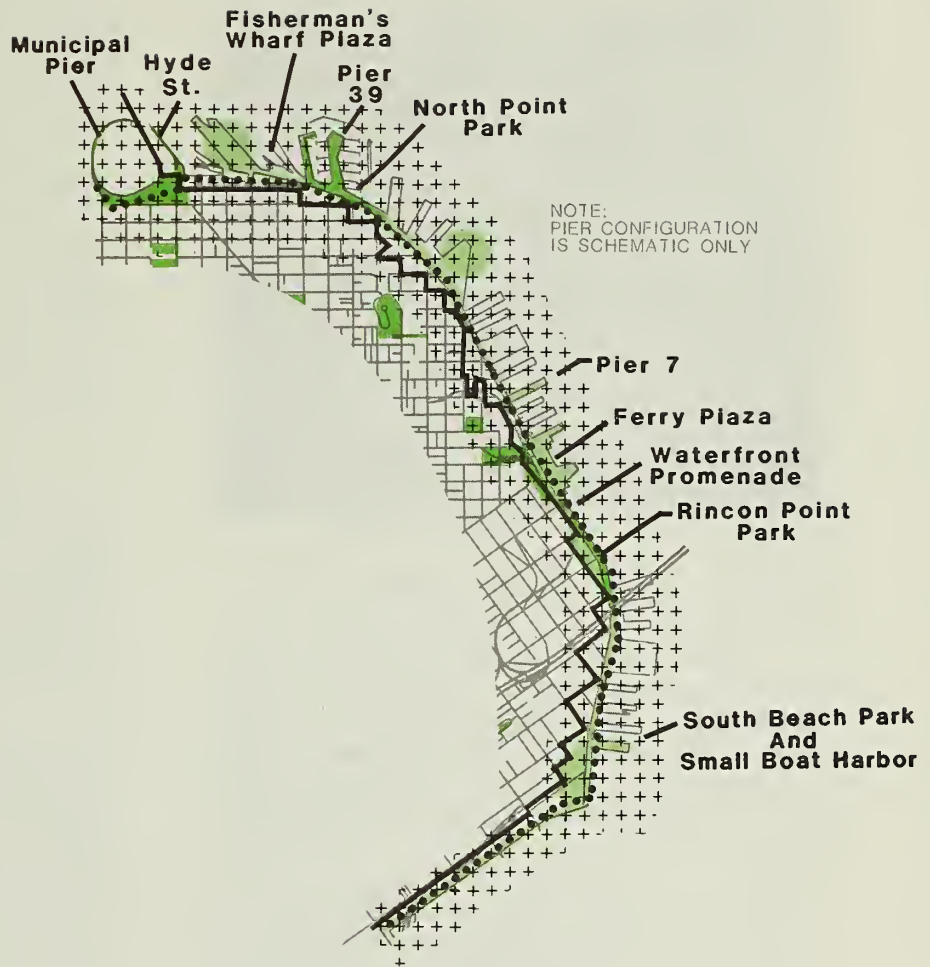
Protect natural vegetation and marine wildlife habitat at the northeast portion of the site. Maintain the existing cultural center in renovated pier and warehouse structures, and use for educational and cultural facilities and activities. Encourage continued programming of special events and activities. Introduce landscaping in parking area. Develop the Burton Memorial amphitheater. Preserve historic gardens and adapt historic buildings to community uses as current use is discontinued and structures are made available by the U.S. Army.

NORTHEASTERN SHORELINE*

ALCATRAZ

Maintain as public open space for recreational use. Preserve historic structures and gardens and provide interpretive exhibits describing the island's history. Remove non-historic structures and develop landscaped areas to increase public use and enjoyment. Protect bird and marine wildlife habitats.

* The Northeastern Waterfront Plan, which is part of the Master Plan, includes objectives and policies pertaining to open space for the area it covers (see Map 7). A summary of these provisions is included here. The Northeastern Waterfront Plan should be consulted for details.



NOTE:
PIER CONFIGURATION
IS SCHEMATIC ONLY

SHORELINE ZONE

+++ All New Development Subject To Shoreline Guidelines

PUBLIC OPEN SPACE

■ Maintain And Improve The Quality Of Existing Shoreline Open Space & Recreation

PROPOSED PUBLIC OPEN SPACE

■ Provide New Open Space Along The Shoreline

● Provide New Open Space In The General Vicinity

..... Proposed Shoreline Trail

— Port Jurisdiction

Map 7
NORTHEASTERN SHORELINE PLAN



AQUATIC PARK-HYDE STREET PIER

Repair and maintain municipal Pier. Encourage continued use of the basin for swimming. Maintain and enhance public access to the swim clubs. Expand public recreation opportunities, including passive and active water-oriented recreation. Add new seating, paving, and street furniture to landscaped areas, and use landscape features that enhance and emphasize the historic maritime character of the area. Provide space for an expanded collection of historic vessels at the Hyde Street pier in a manner that will not impact continued use of the basin for swimming.

FISH ALLEY

Maintain the existing authentic character of Fish Alley north of and parallel to Jefferson Street, which supports a viable commercial fish handling and distribution industry. Improve public access along the wharves. Maintain and improve view corridors from public rights of way into fish handling areas, the outer lagoon, open waters of the Bay, and back to the City. Provide a maritime oriented plaza and widen sidewalks to accommodate heavy pedestrian use. Create an open plaza adjacent to Wharf J-3.

If a fish hall is developed, construct a second level walkway on the western side of the rebuilt Hyde Street pier with overlooks at the end of the pier and into the fish hall. Because of the fish handling activities along Hyde Street pier and Fish Alley, do not provide a pedestrian promenade along the shoreline between Hyde and Jones Street. Rather continue the promenade along the north side of Jefferson Street. Widen the sidewalks to accommodate the high volumes of pedestrian traffic, and deal with the problem created by the existing buildings which encroach on the sidewalk area.

PIER 45

Provide a continuous pedestrian promenade around the perimeter of the pier and a variety of open space elsewhere on the pier. Limit building coverage to 50% of the pier area.

FISHERMAN'S WHARF PLAZA

Develop a public plaza on all or a significant portion of that part of the seawall lot bounded by Jefferson, Taylor, and the Embarcadero which does not already contain structures.

PIERS 9-35

Overlook areas between piers should be improved with attractive areas for sitting, fishing, and viewing maritime activities wherever they can be provided without interference with Port operations. Visual access to the water should not be restricted by trash containers or storage of non-cargo materials at overlook areas. If and when all or a portion of the area between these piers and the Embarcadero is released from maritime use, emphasize development of major open spaces.

To the extent that it is compatible with continued active maritime use of the piers, allow portions of the existing wind protected pier apron between Pier 31 and 33 to be used for public access. Provide seating and maximize physical and visual access to the water in a manner that will

not interfere with the existing and continued maritime use of the area.

Extend the pedestrian promenade north from the Ferry Building along the Embarcadero. Provide maximum access along the water's edge.

Improve the Embarcadero between Northpoint Street and Broadway as an attractive landscaped roadway, an exclusive transit right-of-way, bicycle lanes, and a separate access roadway to the pier areas. Should the separate access roadway be determined to be unnecessary, develop the access area as a linear park similar to the park between Pier 35 and Pier 41.

PIER 7

Develop Pier 7 as a public open space pier. Construct a new pier and provide open and wind-sheltered areas for recreational use. Uses will include fishing, as well as pedestrian circulation, environmental education exhibits, and other appropriate uses. Provide seating and include an open-air pavilion or other structure to provide shelter from prevailing winds and a place to enjoy the pier during periods of inclement weather. If feasible, provide short term tie up and docking for small pleasurecraft along a portion of the the pier to promote maritime use and add vitality to the pier, and allow short-term docking of ceremonial craft, such as Navy ships, in the vicinity of the Pier.

PIER 1-1/2, 3, 5

In conjunction with redevelopment of Piers 1-1/2, 3, and 5, create a plaza of approximately one half acre at the eastern end of the pier. Develop a small public plaza between Piers 3 and 5 with seating and landscape material. Provide public access along the perimeter of Pier 3 and around the bulkhead buildings.

FERRY PLAZA

Improve the visual and physical connection between the city and the Bay. Reinforce recreational use of the Ferry

Building area as terminus of Market Street and terminal for commuter and recreational ferry boats. Remove the elevated Embarcadero Freeway and existing surface parking, and realign the Embarcadero roadway, creating a plaza that creates a strong urban design setting for the Ferry Building as the terminus of Market Street.

Improve physical access to the waterfront by creating major linked landscaped open spaces at Pier 1, on the existing BART platform, and at the Agriculture building. Provide a mixture of commercial and noncommercial marine oriented recreation opportunities.

RINCON POINT

Create a new four to five acre public park at Rincon Point at the Base of Folsom Street abutting the seawall and pedestrian promenade by rerouting the Embarcadero to Stewart Street between Howard and Harrison Streets. Orient the park to the Bay and provide large grassy open areas, hard surfaces, and a mixture of facilities to meet the recreation preferences of nearby residents and downtown office workers.

SOUTH BEACH SMALL BOAT HARBOR AND PARK

Create a new six or seven acre public park and small boat marina east of the Embarcadero Roadway. Provide broad lawn areas and landscaped grounds. Remove piers 42, 44, 46a and portions of Pier 40, creating a sheltered small boat harbor that can accommodate 700 boats. Include a public boat launching ramp in the development if possible.

Redevelop pier 40 to provide facilities required for the small boat harbor, and provide public access for viewing, fishing, and other activities along the pier. Include provision for a bicycle trail and pedestrian promenade linking open space along the waterfront, as well as the recreation oriented public transit line that is being considered for the waterfront. The greatest portion of the park should be a gently sloping well landscaped lawn area

designed to accommodate individuals and coordinated group activity, and permit a variety of recreational opportunities.

EASTERN SHORELINE*

The eastern shoreline, shown in Map 8, is one part of the waterfront likely to experience significant change in the years ahead. It can provide the space for expanding working Port and maritime facilities, and for new and expanded public open spaces and public access along the water's edge. Redevelopment of the Eastern Shoreline should be balanced so that adequate space is planned for public open space as well as for expanded port and maritime use.

MISSION BAY

A plan for Mission Bay area is being prepared. Provision for public access to the shoreline and adequate parks and public open space to meet the needs of residents, workers and visitors will be important considerations in the planning process. The following policies from the 1973 Recreation and Open Space Element apply to the area. They will be revised, as appropriate, as part of the planning of Mission Bay:

CHINA BASIN CHANNEL

Provide approximately nine acres of new recreation areas for the public along the channel shoreline. The recreation areas should be clearly marked and conveniently accessible to the public. Channel waterfront development should increase the opportunities for public access to the water's edge with a maximum interface of land and water.

In the future the area south of the channel may be converted to a large, multiple-use development. Should this happen, the channel should play a major role in the new development and a new plan for the channel as a recreation asset should be undertaken. Shoreline designated for open

space should be stabilized with bank reconstruction, running piers or quays. In the interim the channel area's special amenities should be preserved and priority given to incremental development that will be compatible with long-range objectives for the shoreline.

MISSION ROCK PUBLIC BOAT RAMP

Permit maximum recreational use of existing public boat ramp in conjunction with Port activity. Stabilize the shoreline as required. Provide informational signing to encourage maximum recreational use of the existing area. Retain the public boat ramp, and regrade and landscape the area to promote increased public use and enjoyment. As opportunities arise, enlarge the area along the shoreline for public access.

If development of port facilities require use of this site and alteration of the existing open space, replace the Pier 54 public boat ramp with equivalent or enhanced facilities elsewhere on the eastern shoreline. Provide adequate parking designed to serve vehicles with boat trailers.

CENTRAL BASIN--AGUA VISTA PARK

Maintain and expand Agua Vista park. Allow some fill, using materials such as beach sand, if necessary for public recreation. Plant and maintain landscape materials suitable for the waterfront setting. Provide additional informational signing, and seating areas, to encourage additional use.

As opportunities arise, expand the area into a major public waterfront park. Give priority to development of large waterside areas for beach, park and picnic facilities with continuous, safe public access.

In the event it is determined that this area is needed for Port maritime expansion provide comparable open space elsewhere on the eastern shoreline.


*The Central Waterfront Plan, which is part of the Master Plan, includes objectives and policies pertaining to open space. A summary of these provisions is included here. The Central Waterfront Plan should be consulted for details.




SHORELINE ZONE

 All New Development Subject To Shoreline Guidelines

PUBLIC OPEN SPACE


 Maintain And Improve The Quality Of Existing Shoreline Open Space & Recreation

PROPOSED PUBLIC OPEN SPACE

 Provide New Open Space Along the Shoreline

 Provide New Open Space In The General Vicinity

 Proposed Shoreline Trail

 Port Jurisdiction

**Map 8
EASTERN SHORELINE PLAN**



WARM WATER COVE

Improve the park site and cove shoreline along the Bay east of Louisiana Street with shoreline fishing as the primary recreation use. Any fill placed at or adjacent to the cove should retain and enhance the natural and man-made factors that make the cove desirable for fishing. These factors include maximum open water and circulation into and out of the cove to prevent stagnation. Create a more interesting park landscape by regrading the site to maximize Bay views, and improve the soil as required to permit more vigorous vegetation growth and install marine tolerant plant species.

As opportunities arise, expand parkland to include a waterfront picnic area west of Maryland Street. Continue to provide public access to the cove from Twenty Fourth Street and improve visibility of the park from the street. Provide a consistent level of maintenance for

landscaped and developed areas. As opportunities arise, extend the park to the north bank of the channel along the shoreline in front of the PG & E facility. When and if that facility is deactivated, give priority to expanding the public open space along the shoreline.

In the event it is determined that this area is needed for Port maritime expansion, provide comparable open space somewhere else on the eastern shoreline.

ISLAIS CREEK

Continue to provide well defined public access to the banks of Islais Creek at the Third Street bridge. Contingent upon development of a train trestle along the channel, construct a broad public access boardwalk along Islais Creek that provides area for fishing and public enjoyment. Maintain and enhance view corridors along Islais Creek to the Bay.

PIER 98

Pier 98 is a narrow eleven-acre spit of land extending about 2,400 feet into the Bay at India Basin and consists primarily of fill placed there for a new Bay bridge, the Southern Crossing, that was once proposed for the site. Make most of the Pier south of Jennings Street available for public shoreline access. Include a trail system, seating and picnic tables, and wildlife observation areas. Maintain support of the a significant seasonal shorebird and wildlife population and restore and enhance marsh and tidal mudflats.

INDIA BASIN

Retain existing privately operated boat maintenance and repair yard uses. Give priority to development of marine oriented industrial and commercial recreation on property inland of the shoreline. Acquire and develop the mapped area as a continuous waterfront park. Permit development of a small boat marina with related facilities, including a public boat launch facility. Provide well-marked pedestrian and bicycle trails. Create grassy picnic areas and reserve vistapoints



with good views over the Bay and to the downtown area. Investigate potential to reintroduce marsh and mudflats to restore these habitats for native flora and fauna.

HUNTERS POINT NAVAL SHIPYARD

Seek ways to increase public access to the shipyard without interfering with maritime use. Encourage construction of new naval housing near the north gate entrance. Shoreline access could be provided along the South Basin extending east from the Candlestick Point State Recreation Area. A trail connecting India Basin and Candlestick Point could be provided along Earl Street through the Naval Shipyard site to link up with the City shoreline trail.

CANDLESTICK POINT

Encourage and facilitate implementation of the master plan for development of the 171 acre Candlestick Point State Recreation Area, which extends from the County line north to Shafter Avenue along the Bay shoreline.

The State's master plan calls for enhancement of wildlife habitat and development of water-oriented as well as other active and passive recreational uses. The natural marsh is to be restored near the mudflats at the north end of the park.

Native trees, shrubs, and ground cover are to be planted in upland areas throughout the park to recreate the indigenous vegetation of the Bay region. The plan calls for construction of an interpretive center to promote environmental education. The plan also calls for creation of an island off-shore to provide a resting place for migratory birds. Another passive recreation area is planned at the south-east end of the park at 'Sunrise Point'; has been installed. The plan calls for construction of hiking trails throughout the park.

Jogging trails will link up with an exercise concourse. A separate network of bicycle trails will connect the various activity centers of the park, and skirt the Bay shoreline. The plan also calls for development of a community garden center, picnic areas, a campground with facilities for overnight group camping, fishing piers and swimming beaches and a community cultural and recreation center.

The plan provides for development of a number of water oriented uses. A marina complex is planned with space for a ferry landing and concessions, slips for permanent as well as day-time boat tieup. The marina would include a lagoon for sailboats and other non-powered craft as well as a restaurant and snack bar.



Holy Park, Bernal Hill

Neighborhoods

OBJECTIVE

PROVIDE OPPORTUNITIES FOR RECREATION AND THE ENJOYMENT OF OPEN SPACE IN EVERY SAN FRANCISCO NEIGHBORHOOD.

Every neighborhood should be served by adequate public open space and recreation facilities. Neighborhood parks and recreation facilities are essential; many people are unable to use citywide facilities if they are not located nearby. This is especially important for the very young and for the elderly whose mobility is limited.

High land costs and a shortage of vacant sites restrict opportunities to provide new open space in many neighborhoods. For this reason, it is important that the city maximize use of existing facilities. Making the best use of parks and recreation areas can help offset the limited opportunities to create new ones and can bring the most immediate improvement in services to San Francisco neighborhoods.

POLICY I

Make better use of existing facilities.

All public open space and recreation facilities should be adequately maintained and staffed so that they can meet standards which ensure maximum use. Such standards should specify optimal levels of staff, safety, maintenance, coordination and information. Other relevant factors and the exact levels of adequacy for each standard should be determined by the Recreation and Park Department.

Staff

All recreation facilities should be adequately staffed to carry out needed recreation programs and services. Proper supervision and leadership are one of the best means of ensuring maximum use of

facilities. In all neighborhoods, diversified recreation programs should be offered, hours of operation should be sufficient to meet the neighborhood needs, and facilities and equipment should be well maintained and supervised. This cannot be accomplished unless adequate staffing is provided.

Supervisors and instructors should be trained and qualified in recreation and should be responsive to the particular neighborhood to which they are assigned.

Safety

Recreation facilities should be designed and protected to ensure safety. Lack of safety seriously inhibits full use of existing facilities. Large parks, and even some small spaces, present special problems of personal safety. Methods of ensuring safety in the parks without destroying the features which make them pleasant environments should continue to be developed.

Vandalism of park property is a serious problem which obviously decreases the extent to which existing facilities can be used. Several factors contribute to this problem including a shortage of equipment and inadequate supervision. The Recreation and Park Department should be provided with the resources it needs to improve safety and eliminate vandalism in problem areas.

Maintenance and Capital Improvements

Neighborhood parks as well as city-wide facilities require regular maintenance in order to carry out effective recreation programs and permit maximum public use and enjoyment. The City's operating budget must provide the necessary resources for the City-owned open spaces to ensure a high level of maintenance if neighborhood needs are to be met by intensified use of existing facilities. Frequency of maintenance and the extent of capital improvements should relate directly to intensity of use. For example, low cost, efficient maintenance techniques

could be used in parks and open spaces that are relatively undeveloped.

When new city parks are acquired and developed, they create demand for additional annual operations and maintenance funds. Some of this demand may be met through use of existing staff and equipment. However, additional qualified staff may be required in order to maintain new parks and provide optimal recreation services.

A comprehensive program to assess capital improvements needed in existing parks and recreation facilities, as well as for proposed new parks and open space should be developed. Certain facilities may require replacement or extensive renovation at regular intervals; this is the case with a majority of playground structures and equipment. Given the limitation of available capital improvement funds for renovation, the sequence in which improvements are made should be identified, giving priority to those areas which have the fewest parks and facilities, and where renovation would permit increased public use. Maintenance and capital improvements are further discussed in the section on renovation, neighborhood policy 2.

Access

Easy, safe and convenient access should be provided to all recreation facilities. In some cases, nearby parks are not accessible to potential users, particularly to the elderly and small children because access to them would be dangerous or inconvenient.

Distance itself is an obstacle to the use of recreation facilities. In San Francisco topography imposes special problems. In some areas, open spaces have smaller service areas because of the increased difficulty of traversing steep slopes to reach them. Specific standards should be developed to improve access through better design, special public transportation and other means.



Information

Public knowledge of recreation opportunities should also be increased. To encourage participation in recreational programs and use of available facilities, information regarding recreation programs should be widely distributed to neighborhood residents. Information should give a comprehensive view of recreational opportunity in the neighborhood, including activities sponsored by public, private, private nonprofit, and semi-private agencies.

A regular effective system of distributing information should be developed. In those neighborhoods where there is a language barrier, special attention should be given to translating information into the language of the community.

POLICY 2

Maximize joint use of other properties and facilities.

Many City departments, including the Port, DPW, MUNI and Water departments, own land and facilities which, although originally acquired or developed for nonrecreational purposes, have become important citywide and neighborhood

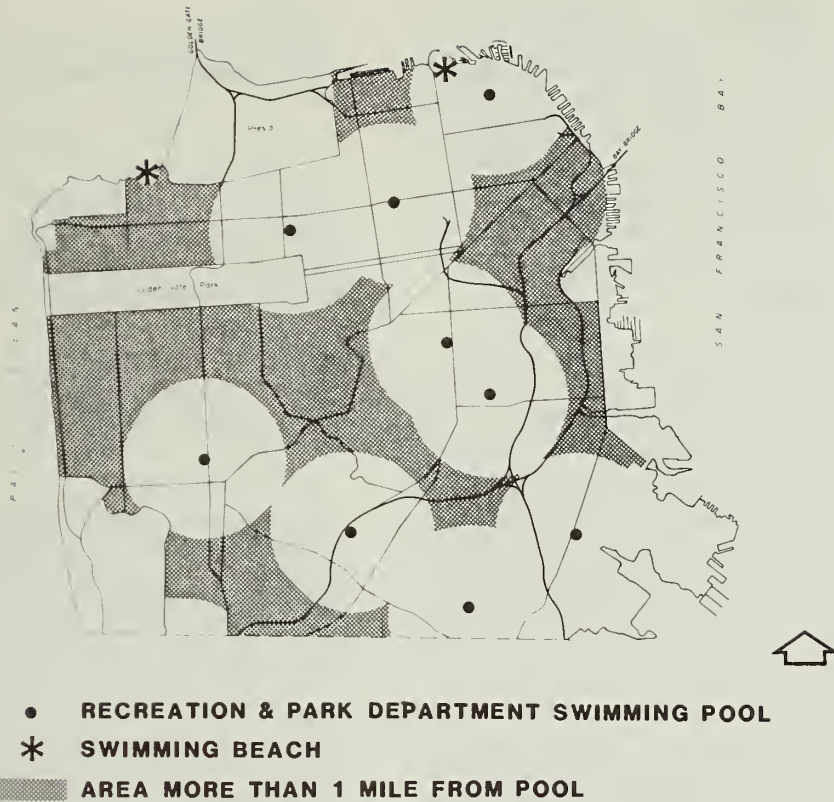


Figure 1
LOCATION OF PUBLIC SWIMMING POOLS & BEACHES

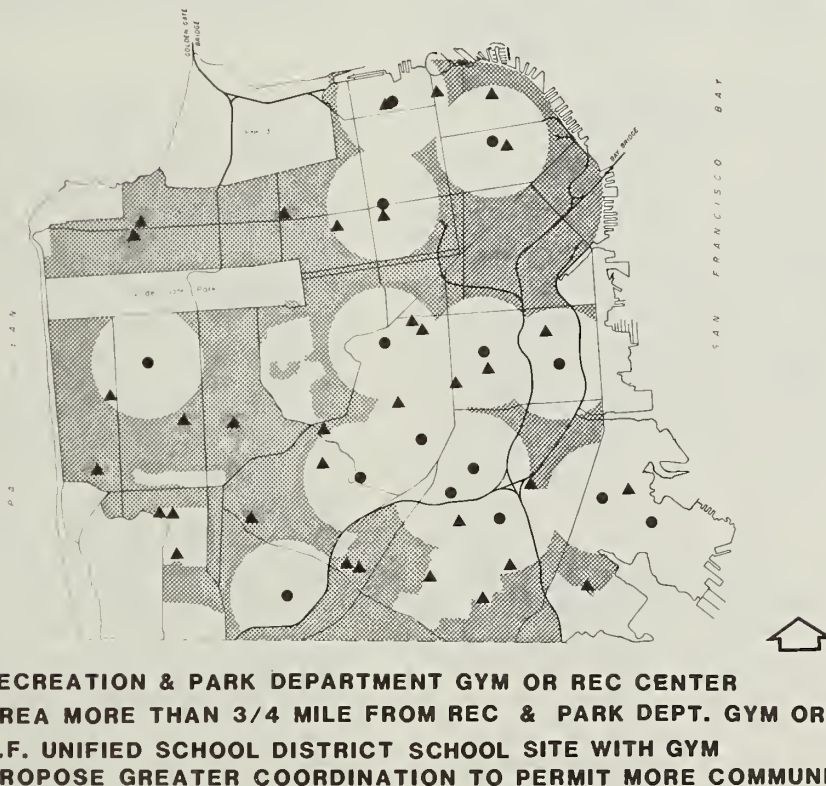


Figure 2
LOCATION OF PUBLIC GYMS & RECREATION CENTERS

recreational resources. Because of the growing importance of recreation and the increasing demand for recreational space and facilities in and around San Francisco, recreational uses should be developed in conjunction with other primary uses on many of these sites. Departments other than the Recreation and Park Department, therefore, should be increasingly involved in public recreation.

Street, alleys and undeveloped rights-of-way throughout San Francisco should be looked to for development of small outdoor open spaces for the elderly and for young children. These kinds of spaces are an important resource common to all high need neighborhoods. Streets and alleys should be considered as opportunities for providing useful recreation space which, with the installation of sitting areas and planting, can significantly improve a neighborhood at little cost to the City. Unused rights-of-way and other unused public land can be used as community gardens, providing recreation and amenities for the surrounding neighborhood.

School yards, gymnasiums, auditoriums should be used to their fullest extent as recreation resources. The Board of Education now uses Recreation and Park Department pools and sports fields on a scheduled basis. Similarly, several properties under the jurisdiction of the Board of Education have been made available for public use on a limited basis. Increased coordination could result in making more recreational facilities and open space available to the public without duplicating costly facilities. Proposition 13 resulted in a cutback in the ability of the Unified School District to provide recreational staff to make school facilities available to the general public after school hours. This funding should be restored. This would be particularly desirable in areas that are not served by existing community recreation facilities, athletic fields, or gymnasiums. These areas are shown in Figure 2.

POLICY 3

Renovate and renew the City's parks and recreation facilities.

Many parks and facilities have been in continuous public service for decades without having been restored or renovated. Many parks and recreation facilities require complete or partial restoration of infrastructure, as well as landscape elements and plantings. Recreation buildings, landscape features, as well as play equipment also require restoration.

Some parks and recreation facilities have been developed with a single user group in mind, or have been developed with specific facilities or landscape features that make them more attractive to one or two groups and not all potential users within the service area. In other instances, open space needs have changed over time because of residential population shifts. When parks and recreation facilities no longer meet the needs of the surrounding neighborhood, they should be considered candidates for renovation in order make necessary improvements.

In the years ahead, major ongoing efforts will need to be continued to assess the renovation needs of parks and recreation facilities and to restore them. Once renovated, parks and recreation facilities that are now marginally useful may support increased use.

The Open Space Acquisition and Park Renovation Fund has been a major resource of funds for renovation. However, renovation will be an ongoing priority and will outlive the current life of the fund, which terminates in 1989 by the terms of the charter amendment which created it. The fund should be extended or another appropriate program created so that funding is not interrupted.

POLICY 4

Acquire and develop new public open space in existing residential neighborhoods, giving priority to areas which are most deficient in open space.

While most of the City is well served by public open space, there are some areas that are deficient. The deficiency may be due to one or more of the following factors.

1. The area may be outside the service area of existing open space. These areas are shown on Map 2, and in Figure 3.
2. Although within the service area of an existing public open space, the area's population may exceed the capacity of the public open space to accommodate it. These high density residential areas are shown in Figure 4.
3. The facilities provided in the existing public open space may not correspond well with the needs of the surrounding neighborhood. Renovation of existing public open spaces may help correct this deficiency.

All deficiencies do not warrant immediate attention, although in the long term they should be addressed. Some of the deficient areas may be well served by private open space, as is the case with some low density residential districts. Residents in some deficient areas may have a high level of mobility and be able to travel to reach more distant parks and open space. Still other areas, such as the low intensity industrial areas of the City, may have very low user populations.

On the other hand, open space deficiencies may be exacerbated by the limited social and economic and demographic characteristics of the area's residents.

In the improvement of neighborhood open space throughout the City, priority should be given to areas with the highest needs and the greatest deficiencies in parks and recreation facilities, and

programs. These are generally the more densely populated, older areas of the City where low-income, minor group populations are concentrated, where there are large numbers of children and elderly people, and where people have less mobility and financial resources to seek recreation outside of their neighborhood.

Figure 3 identifies areas that are not within existing service areas of existing public open space. Figure 4 shows areas with deficiencies based on high population density. Figures 5 through 8 show areas with a high percentage of low income residents, and areas where a large number of young children and senior citizens live. The areas of the City which should have the highest priority for creating new open space, and making recreation improvements are shown in summary Map 9.

These factors should be used by the Open Space/Park Renovation Citizens Advisory Committee in evaluating proposals for funding from the Open Space Acquisition and Park Renovation Fund. They should also be used in assessing the needs of specific neighborhood as individual neighborhood plans are prepared in the future.

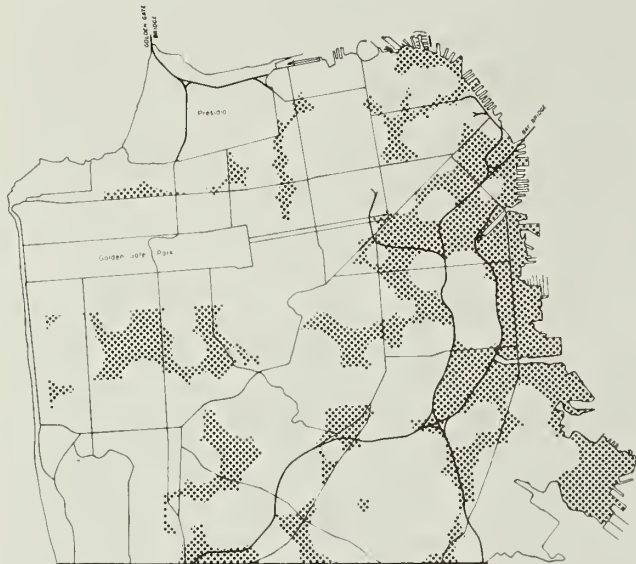
These factors may change over time. As this occurs priorities should be shifted accordingly .

In all cases where new public open spaces are being considered, their precise location should be determined by such factors as proximity to population concentrations, neighborhood need, topography, ease of access, visibility and the desirability of the property for open space use.

POLICY 5

Require private usable outdoor open space in new residential development.

In order to improve living conditions in each residential building and the quality of environment in San Francisco as a whole, the City should continue require that all new residential development provide usable



Source: 1980 Census


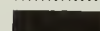
**Figure 3
SERVICE AREAS**

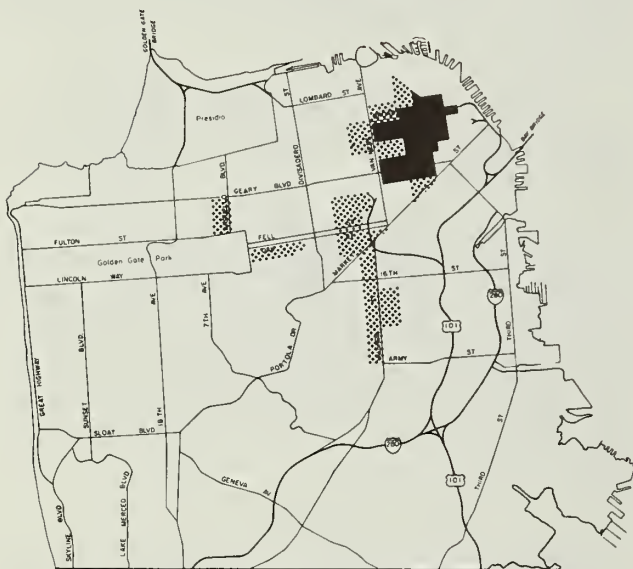
 **AREAS NOT SERVED BY
PUBLIC OPEN SPACE
(SEE CITYWIDE SECTION)**



Source: 1980 Census



**Figure 5
LOW HOUSEHOLD INCOME**

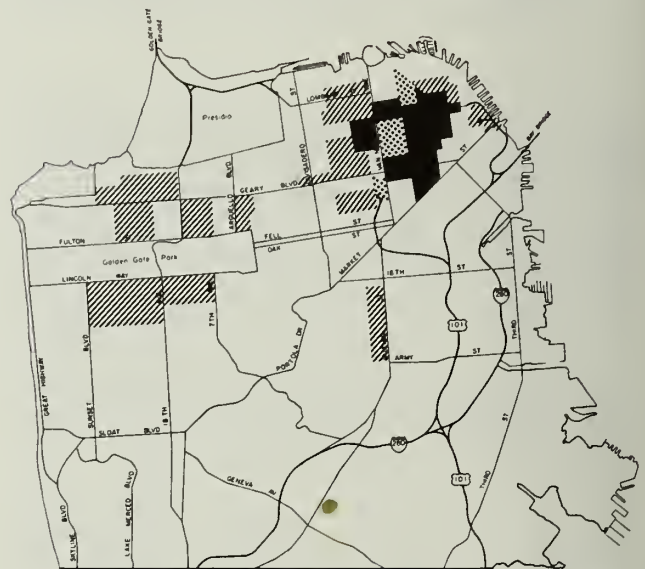
 **LOW .5-.79 CITY MEDIAN**
 **LOWER 0-.49 CITY MEDIAN
(CITY MEDIAN INCOME : \$15,930)**



Source 1980 Census



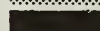
**Figure 4
HIGH RESIDENTIAL DENSITY
(PERSONS PER NET ACRE)**

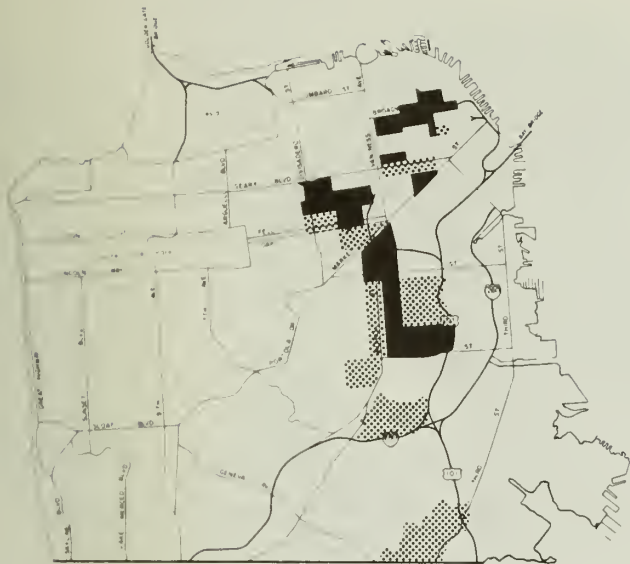
 **HIGH 75-125 PERSONS**
 **HIGHER > 125 PERSONS
(CITYWIDE: 28.38 PERSONS)**



Source: 1980 Census


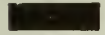
**Figure 6
HIGH DENSITY, SENIOR CITIZENS
(PEOPLE OVER 65 PER NET ACRE)**

 **MODERATE 9-11 SENIORS**
 **HIGH 12-15 SENIORS**
 **HIGHER > 15 SENIORS
(CITY MEDIAN: 6.2 SENIORS)**



Source: 1980 Census

Figure 7
HIGH DENSITY, CHILDREN UNDER 5
(PER NET ACRE)

 HIGH 3.4-4.3
 HIGHER > 4.4
 (CITY MEDIAN : 1.72)



Source: 1980 Census

Figure 8
HIGH DENSITY, CHILDREN 6-12
(PER NET ACRE)

 HIGH 6-7.6
 HIGHER > 7.7
 (CITY MEDIAN : 3.06)

outdoor open space. This space need not be accessible to the general public; rather it should be designed primarily to serve the residents of the development in which it is located.

The amount of open space provided should increase with the size and density of the development. In lower density districts this open space can generally be provided in the form of a required ground level rear yard, or front and side yard setbacks. In higher density residential development, some of the required open space could appropriately be common usable space, provided in building courtyards at grade level, as well as at terrace, and rooftop level locations. Common open space should be available at no cost to all building residents. Balconies can also provide some usable outdoor space directly accessible to dwelling units. Recreation facilities developed in residential developments should be selected to meet the primary recreational needs and preferences of the residents.

In some cases, factors such as topography, wind or sun access may make open space in the form of decks or solarium or atriums open to the sun and air more useful than ground level back yards. These open space alternatives should be encouraged only where they will not diminish light and air to adjacent properties or views. The guidelines in Figure 9 should be used to guide the design of various kinds of residential open space.

POLICY 6

Assure the provision of adequate public open space to serve new residential development.

Several areas throughout the City may experience substantial new housing development in the future. A number of such areas are shown on Map 10. Some areas are already somewhat residential in character and provide opportunities for infill housing. Some of these areas are served by existing park and recreation facilities and may not require additional facilities, even with increased residential



PUBLIC RECREATION & OPEN SPACE Make Better Use of Existing Neighborhood Open Space & Facilities

PROTECTED AREA Improve Street Space for Recreation and Landscaping where Possible

HIGH NEED AREAS

 Give Highest Priority for New Parks and Recreation Improvements

 Give Priority for New Parks and Recreation Improvements

NOTE: BECAUSE OF THE SCALE OF THIS MAP IT IS NOT POSSIBLE TO SHOW PRECISE BOUNDARIES OR EXCEPTIONALLY SMALL OPEN SPACES

**Map 9
NEIGHBORHOOD RECREATION
& OPEN SPACE IMPROVEMENT PRIORITY PLAN**

Figure 9. RESIDENTIAL OPEN SPACE GUIDELINES

TYPES OF OPEN SPACE	Private Open Space		Common Usable Open Space				
	Patios, front yards, back yards	Balconies	Play areas for Preschoolers	Play Areas for School Children	Places for Young Adults	Adult facilities	Open Space for the Seniors
PRIMARY USERS NEED	All ages The need for private open space is prevalent. The value of private open space lies in its privacy and the control that people can exercise over it.	All ages The majority of residents consider balconies a desirable feature of the residential unit. Balconies represent an important extension of the living space into the outdoors.	Preschoolers Preschoolers need to play in viewing and calling distance of the supervising adults.	School Children Children of this age group need to socialize and engage in activities with other children. They need to develop coordination and motor skills. Opportunity should be given to realize all facets of play: social, motor, fantasy imitation, and contact with natural or nature-like elements.	Young Adults Teenagers need informal gathering places to socialize with their peers in the vicinity of their homes where they can watch "the action" and where they can be seen.	Adults Relative to other age groups adults use residential open space least. Still, they need places to sit, relax, sunbathe, spend time with their families and/or residents and pursue activities of physical fitness.	Seniors Older people need places to sit, meet other people and actively or passively take part in outdoor activities.
DESIGN ELEMENTS Location, Orientation, Site Design	Locate private open space on the east-south or west side of the residential units	Preferably orient balconies to the south or west-side; make them accessible from the main room of the dwelling unit.	Place tot-lots in viewing and calling distance of respective residential units.	Locate play areas for school children where they disturb residential units least	Locate teenage areas at the periphery of the housing development, on street corners or intersection of major pathways, where foot and automobile traffic are passing by. Orient teenage facility towards convenience store or favorite coffee shop.	Provide several spatially defined sitting areas of varying character throughout the residential development.	Place several sitting areas throughout the residential area; locate at least one near the play area for preschoolers if present.
						Preferably locate spaces at grade; but can also be located at podium levels and roof tops.	
Size	Patios min. 12' X 15' Back yards 200 sq.ft. for singles elderly, 400-450 sq.ft. for families.	Minimum depth 6' Recommended length 12' for family units. Minimum area for single apartments is 55 sq.ft.	Surveys show that at peak periods no more than one third of the children population play in outdoor areas. Therefore dimension play areas to accommodate 1/3 of the total children population at 75 sq.ft. per child.		varies	varies	varies
Enclosure	Establish clear boundaries between private open space and common open space.	Ensure privacy; to achieve this balcony could interlock with the dwelling unit.	Provide security and a sense of enclosure through fencing, planting or change in grade level without blocking the view from and into the area.	Reduce sound through planting, earthen banks, walls or by depressing children's play areas	Provide teenage meeting place defined by walls, ledges, steps of various heights.	varies	Design areas to give a feeling of enclosure.
Facilities, Equipment	Storage closets, water faucets, electric outlets and outdoor lights are desirable.	Provide for flower boxes; equip with electric outlets.	Provide swings (preferably with rubber tires), sandboxes, wading pools, and climbing apparatus scaled down for the age group as well as tables and comfortable benches for supervising adults.	Outfit areas with play equipment such as swings, balancing bars, climbing structures. Make available materials such as wood blocks, boards, sand, rocks, earth, and water.	Desirable facilities: basketball courts, table tennis, swimming pool, gym, playfields	Equip some of the sitting areas with barbecues. Other desirable facilities are: jogging paths, tennis courts, softball areas, swimming pools, sauna and health clubs, garden plots.	Provide sitting areas with comfortable benches with back rests, arranged in a fashion to encourage socializing. Provide tables for games, flower beds, garden plots, water fountains.
Surface	varies	varies	Provide hard surfaces for wheel toys and grass for tumbling.	Provide sufficient hard surface areas for children's play	Provide paved surfaces as well as lawns and planted areas.		
Sunlight/Wind	Should receive full sunshine for at least 2 hrs. between 10 a.m. and 5 p.m.	Should receive full sunshine for at least 2 hrs. between 10 a.m. and 5 p.m. Protect from wind. Provide for optional shading.	Assure full sunlight throughout the year for the peak periods of play.	Assure full sunlight throughout the year for the peak periods of play.	Assure sunshine, protect from wind.		Protect sitting areas from wind. Provide options of sitting in the sun and filtered shade.
Noise	Shield open space from external noise						

density. In other areas, new public open space will be needed and should be included as part of the plan for the area.

Some other housing opportunity areas are under-utilized, predominantly industrial areas which could be redeveloped and provide sites for a significant number of new dwelling units. While the lack of public open space has not been a problem while the areas remained low-intensity industrial areas, these areas will require new neighborhood parks and recreation facilities if they are converted to high density residential areas.

A major open space or several smaller sub-neighborhood serving open spaces should be provided if such open space is not currently located nearby. Much of the needed open space may be achieved by requiring private sector action. However, direct public involvement may be necessary to ensure that adequate public open space is reserved, acquired and developed where it is most desirable.

The acreage of new neighborhood serving parkland and open space should be related to the size of the potential population and the availability of other nearby open space. As plans are made to redevelop these districts into high density residential areas, they should include adequate provision of neighborhood-serving open spaces. In areas proposed for infill housing, sub-neighborhood level parks may be needed, because existing parks there will serve more people and get more intensive use. In these cases, open space sites should be identified, acquired, and developed to serve the new residents.

Major new residential development should be required to provide open space accessible to the general public. This will compensate for the pressure the increased population will put on existing public facilities.

The requirement of providing publicly accessible open space could be satisfied in a number of ways. Land on a site that is suitable for recreation purposes could be

improved and maintained by the developer and made available to the general public. Such land could also be dedicated to the City, with a fee to cover development costs or with the land improved by the developer prior to dedication. Alternatively, the developer could pay a fee in-lieu of land dedication based on the fair market value of the land that would be required for land acquisition, plus development costs. The City would use the funds to provide the open space at some other location.

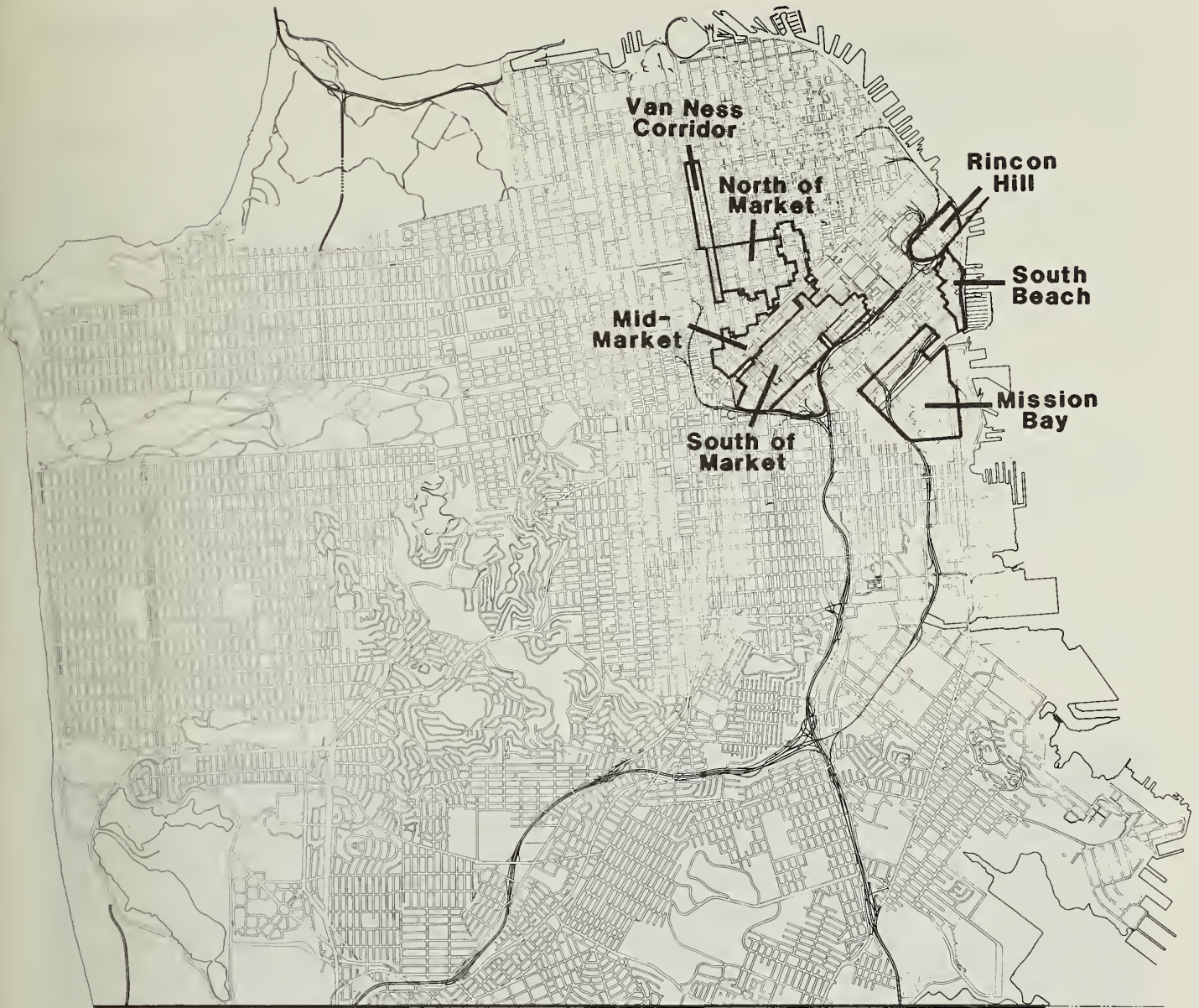
POLICY 7

Provide open space to serve neighborhood commercial districts.

Most neighborhood commercial districts would benefit by improving the streetscape for pedestrians and providing public open space, however small in size, that can be used by shoppers and employees as well as neighborhood residents. Typically, neighborhood commercial districts combine residential and commercial uses and the residential units have little private open space. Street and sidewalk areas, which traditionally perform some public open space function, are heavily used and have many competing uses. Nevertheless, careful planning can produce opportunities to create useful open space. For example in certain areas sidewalks can be widened and seating and landscaping can be provided.

In new development building setbacks from the street, if done in a way that will not adversely affect the continuity of the retail frontage, can provide snippets of useful open space.

New recreational space can also be created in existing development. Rooftops, adjacent properties, and portions of parking areas can often be converted to usable open space areas. This kind of conversion furnishes useful space to a variety of users and should be encouraged by the city whenever possible, just as it is in new developments.



Map 10
HOUSING OPPORTUNITY AREAS



Embarcadero Plaza

Downtown

OBJECTIVE 1

PROVIDE QUALITY OPEN SPACE IN SUFFICIENT QUANTITY AND VARIETY TO MEET THE NEEDS OF DOWNTOWN WORKERS, RESIDENTS, AND VISITORS.

Open space will become increasingly important as the number of persons in downtown grows. Meeting the demand for additional open space in the face of intense competition for land requires both private and public sector action. It also requires imagination, commitment, and a general acknowledgment that open space is essential to the downtown environment.

As development intensifies, greater pressure is placed on the limited downtown park space. New private development should assist in meeting the demand for open spaces that it will create. In newly developing suburban areas, it has become common practice to require developers to contribute to the provision of public facilities, the demand for which is created in part by the development site. San Francisco's Planning Code currently requires that open space be provided to serve residential uses. Open space is obtained either by specifying a maximum lot coverage or by requiring that open area be provided at a certain ratio per dwelling unit, depending on the zoning district and density of development. A similar method of providing needed open space should be extended to non-residential uses in the downtown.

The City will thus require usable public indoor and outdoor open space, as part of new downtown development. Under this plan, developments would be required to provide open space, in an amount directly proportional to the building size excluding residence space for which existing open space requirements would be applied.

POLICY 1

Develop an open space system that gives every person living and working downtown access to a sizable sunlit open space within convenient walking distance.

Proximity is an important factor in the decision to frequent a park during lunch breaks. The average distance most people are willing to walk to a park or plaza is approximately 900 feet, roughly the distance that can be comfortably walked in 5-7 minutes.

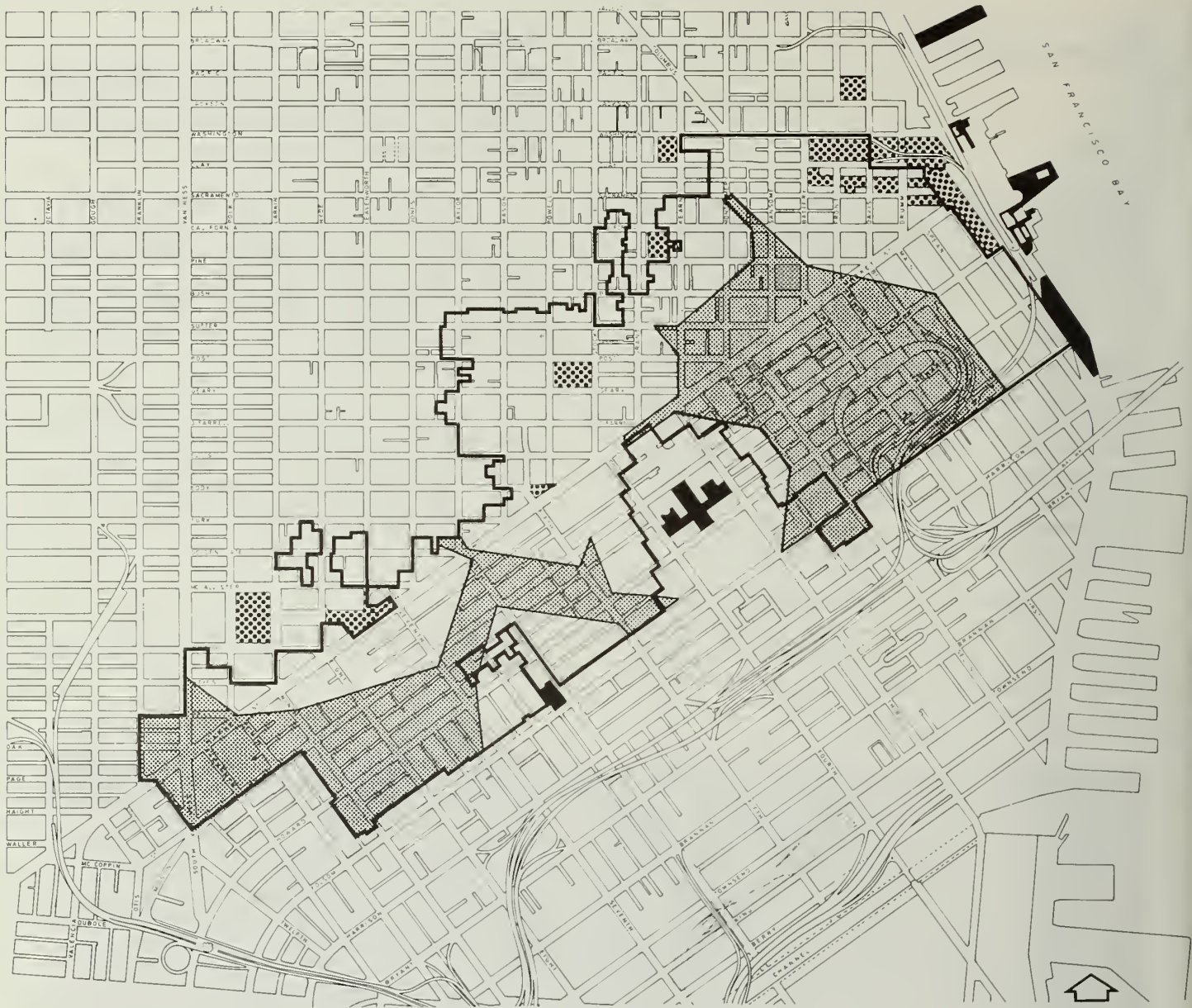
Map 11 indicates "deficiency" areas--areas not within 900 feet of an existing or specifically planned proposed major open space--in which new open spaces should be created.





POLICY 2

Provide different kinds of open space downtown.

Different kinds of spaces should be provided downtown to assure that a variety of recreation and open space experiences are available to a diverse population. They might take the form of a sun and view terrace, a landscaped garden, a plaza or a park, atrium or snippet. Food and beverage service usually should be located in or adjacent to open spaces to facilitate public use and enjoyment. An attractively landscaped greenhouse structure is desirable in areas where the alternative is a shady, windy plaza. The designs of these facilities should consider the needs of various population groups.

Provision should be made for those who desire a quiet secluded location as well as those who enjoy crowds, activity, and active recreation. Jogging, swimming, jazzercise, as well as other forms of aerobic exercise are popular recreation activities. City owned and private open space, programmed for these and other active recreational activities, should be available downtown as well as in the neighborhoods.



- 
EXISTING OPEN SPACE
- 
OPEN SPACE IN THE PLANNING STAGE
- 
**AREA DEFICIENT IN OPEN SPACE
(Not Served by Existing Open Space or
Open Space In The Planning Stage)**
- 
PROPOSED C-3 DISTRICT BOUNDARY

Map 11
MAJOR OPEN SPACES:
DOWNTOWN PLAN DISTRICT

Source: The Downtown Plan

The designs of these facilities should consider the needs of various population groups. Wherever possible, provision should be made for those who desire a quiet secluded location as well as those who enjoy crowds and activity. Food and beverage service usually should be located in or adjacent to open spaces to facilitate public use and enjoyment.

The various kinds of open space should conform generally to the criteria stated in Figure 10.

POLICY 3

Give priority to development of two categories of highly valued open space: sunlit plazas and parks.

Providing ground level plazas and parks benefits the most people. If developed according to guidelines for access, sunlight, design, facilities, and size, these spaces will join those existing highly prized spaces such as Redwood Park, Sidney Walton Park, Justin Herman Plaza, and the State Compensation Building Plaza.

POLICY 4

Provide a variety of seating arrangements in open spaces throughout downtown.

The popularity of an open space correlates highly with the amount of comfortable sitting space provided. To accommodate this common need, adequate seating should be required in new facilities in direct relationship to the size of the open space. Existing spaces without adequate seating should be retrofitted. Sitting places should be located up front near the action and secluded in the back, in the sun and in shaded areas. Their configurations should accommodate people in groups as well as those who want to sit alone.

Sitting space can be provided in many ways. Besides conventional bench-type seating, walls, steps, ledges, planters, and fountains can be designed imaginatively to



invite people to sit. Movable chairs are particularly desirable because of the flexibility in seating arrangements they provide.

POLICY 5

Address the need for human comfort in the design of open spaces by minimizing wind and maximizing sunshine.

San Francisco's climate is such that only sunny, wind-protected outdoor sites are usable on most days of the year. Outdoor spaces should be oriented in relation to adjacent development so that their will be direct sunlight during periods of high usage. Prevailing wind patterns and local wind currents created by adjacent development should also be considered. Barriers to deflect unpleasant winds should be used where appropriate.

POLICY 6

Improve the usefulness of publicly owned rights-of-way as open space.

Recreation and open space use of publicly owned rights-of-way should be expanded and enhanced. The Market Street Beautification Project developed

Figure 10. GUIDELINES FOR DOWNTOWN OPEN SPACE

	Urban Garden	Urban Park	Plaza	View and/or Sun Terrace	Greenhouse
Description	Intimate sheltered landscaped area.	Large open space with predominantly natural elements.	Primarily hard-surface space.	Wind-sheltered area on upper level.	Partially or fully glassed-in enclosure.
Size	1,200 to 10,000 sq.ft.	Minimum 10,000 sq.ft.	Minimum 7,000 sq.ft.	Minimum 800 sq.ft.	Minimum 1,000 sq.ft. Min. ceiling height 20 ft.
Location	On ground level, adjacent to sidewalk, through-block pedestrianway, or building lobby.		Southerly side of the building. Should not be near another plaza.	Second floor or above. View terraces should only be located in places which have spectacular views.	Locate in places too shady or windy to be used as open space.
Access	Accessible on at least one side of its perimeter.	Accessible from at least one street at Access from several locations encouraged. Park interior to be visible from entrances.	Accessible from a public street at grade or 3' above or below street level connected to street with generous stairs.	Accessible directly from the sidewalk or public corridors. Must provide adequate signage about location and public accessibility at street level, in hallways and elevators.	Accessible from street at grade or 3' above or below street level. Provide several entrances from public rights-of-way.
Seating, * Tables, Etc.	One seating space for each 25 sq.ft. of garden area. One half of seating to be movable. One table for each 400 sq.ft. of garden area.	Provide formal and informal seating, on sculptured lawn. Movable chairs desirable.	One linear foot of seating space per each linear foot of plaza perimeter. One half of seating to consist of benches.	One seating space for every 25 sq.ft. of terrace area.	One seating space for every 25 sq.ft. of floor area.
Landscaping, Design	Ground surface primarily of high quality paving material. Install plant material such as: trees, vines, shrubs, seasonal flowers to create garden-like setting. Water feature desirable.	Provide lush landscape setting with predominantly lawn surfaces and planting such as: trees, shrubs, ground cover, flowers. Provide a water feature as major focus.	Landscaping is generally secondary to architectural elements. Use trees to strengthen spatial definition and to create peripheral areas of more intimate scale.	Terrace may take one of the following forms: o complex architectural setting which may include art works; o flower garden; o space with trees and other planting.	Interior surface may be a mixture of hard surfaces and planting areas. Water features are desirable.
Commercial Services, Food		Provide food service within or adjacent to the park. 20% of space may be used for restaurant seating taking up no more than 20% of the sitting facilities provided.	Provide retail space including food services in space around plaza. 20% of space may be used for restaurant seating taking up no more than 20% of the seating provided.	Provide food service on or adjacent to terrace.	Provide food service within greenhouse; 20% of greenhouse space may be used for restaurant seating occupying no more than 20% of the seating provided.
Sunlight and Wind	Sunlight to much of the occupied area at lunch time. Shelter from wind.	Sunlight to most of the occupied area from mid-morning to mid-afternoon. Shelter from wind.	Sunlight to much of the occupied area at lunch time. Shelter from wind.	Sunlight to most of the occupied area of terrace at lunch time. Shelter from wind.	Sunlight at lunch time highly desirable but not required.
Public Availability	8 AM to 6 PM Monday through Friday.	At all times.	At all times.	10 AM to 5 PM, Monday through Friday.	10 AM to 5 PM, Monday through Friday.
Other	Security gates, if provided, should be an integral part of the design.	Security gates, if provided, should be an integral part of the design.		In wind exposed locations provide glass enclosure to create comfortable environment.	Include large movable windows or walls to open up greenhouse in warm weather.

* Seating dimensions are as follows
 Height : 12" to 36"; ideally 17"
 Depth : 14" one-sided; 30-36" double sided.
 Width : 30" of linear seating are counted as one seat

Snippet	Atrium	Indoor Park	Public Sitting Area in a Galleria	Public Sitting Area in an Arcade	Public Sitting Area in a Pedestrian Walkway
Small, sunny sitting space.	Glass-covered central open space in the interior of a building or block.	Interior open space where at least one wall facing the street consists entirely of glass.	Through-block, continuous, glass-covered pedestrian passage lined with retail shops and restaurants.	Continuous, covered passageway at street level, defined by building set back on one side and a row of columns along the front lot line.	Sitting area on a sidewalk of a pedestrian-oriented street in a lunchtime mall or in an exclusive pedestrian walkway.
Varying sizes permitted.	Minimum area 1,500 sq.ft.; minimum ceiling height 30 ft.	Minimum area 1,000 sq.ft. Minimum ceiling height 20'. Area to be counted against open space requirement cannot exceed twice the area of the glass wall projected onto the floor plane.	Minimum average height 30 ft.; minimum clear area 12 ft. Only public sitting areas outside the circulation space which are buffered from it by various kinds of design elements will qualify.	Minimum clear width 10 ft.; minimum height 14 ft. Only public sitting areas which are delineated from the circulation space by appropriate means will qualify.	Varying sizes permitted.
On new or existing building site.	Interior of building or block.	Building interior adjacent to sidewalk or public open space.	In any approved galleria.	As identified in the Pedestrian Network Plan. Other locations must be approved.	As identified in the Pedestrian Network Plan. Other locations must be approved.
Accessible from public streets.	On street level or 3 ft. above or below street level. Accessible from one or more sidewalks through generous hallways. Space must be made available and inviting to the general public.	Accessible from street level. Provide several entrances to make the space inviting to the public.	Accessible from public right-of-way or open space at grade or 2 ft. above or below grade level of adjoining public area.	Accessible from sidewalks or public open space at grade level or 2 ft. above or below grade. Connect arcade to public space with continuous stairs.	
If functional for sitting and viewing, seating can be ledges, stairs, benches, chairs.	Provide one seating space for every 25 sq.ft. of floor area, one table for every 400 sq.ft. of floor area. At least one half of seating to consist of movable chairs.	Provide one seating space for every 25 sq.ft. of floor area, one table for every 400 sq.ft. of floor area. At least one half of seating to consist of movable chairs.	Provide sitting ledges, benches, movable chairs and tables in areas outside the pedestrian pathway. At least one half of seating should consist of movable chairs.	Place seating and tables outside the area of pedestrian flow.	If functional for sitting and viewing, seating can be ledges, benches, chairs.
Surface will predominantly be hard pavement. Add planting where appropriate.	Provide attractive paving material to create interesting patterns. Use rich plant material. Incorporate sculpture and/or water feature.	Provide attractive paving material to create interesting patterns. Use rich plant material. Incorporate sculpture and/or water feature.	Use rich paving materials in interesting patterns. Include sculpture or other works of art and water feature.	Arcades should be enhanced by creating attractive paving patterns with rich materials. Incorporate mosaics, murals or three-dimensional elements into wall surfaces, coffering into ceiling surface. Include plant materials where appropriate.	
Encourage food vendors to locate in the vicinity.	Locate food service adjacent to the atrium; 20% of area may be used for restaurant seating taking up no more than 20% of the seating and tables provided.	Provide food service; 20% of area may be used for restaurant seating taking up no more than 20% of the seating and tables provided.	Both sides of galleria should be lined with retail shops and food services. Locate sitting areas near food services. Restaurant seating is not to take up more than 20% of sitting area.	Attractive retail shops, food services and restaurants should front on the arcade. 20% of sitting area to be used for restaurant seating, occupying no more than 20% of sitting facilities and tables provided.	
Sunlight to sitting areas at lunch time. Shelter from wind.	Mass buildings surrounding the atrium in such a way as to maximize sunshine in the atrium space.	Orient park to the southeast, south or southwest to insure sunlight at least during lunch time.	Mass buildings surrounding galleria in a way as to maximize sunlight into the galleria space.		
At all times.	8 AM to 6 PM Monday through Friday.	8 AM to 6 PM Monday through Friday.	8 AM to 6 PM Monday through Friday.	At all times.	
Credit each seat as 25 s.f. of open space. Buildings up to 100,000 g.s.f. may satisfy 100% of requirement with "snippets"; larger buildings may satisfy up to 20%.	Insure proper ventilation. At least 75% of roof area to be skylit.	Insure proper ventilation. Install heating to make space comfortable in cool weather. Construct glass wall to be fully or partially movable.	Security gates should be integrated into overall design and concealed when not in use. At least 75% of galleria roof shall consist of skylights. Insure ventilation.		

unnneeded portions of street rights-of-way into plazas with sunny sitting areas. Similar opportunities exist elsewhere. For example, some lightly used streets and alleyways could be converted into lunch-time malls where outdoor dining could be moved into the street area. Where conditions permit, certain blocks might be converted into permanent plaza or park space.

OBJECTIVE 2

CREATE AN OPEN SPACE SYSTEM ACCESSIBLE TO AND USABLE BY EVERYONE DOWNTOWN.

POLICY 1

Encourage the creation of new open spaces that become a part of an interconnected pedestrian network.

The individual parts of an open space system should be linked by an overall downtown pedestrian network. For example, the plazas and arcades of the 5 Fremont Building are natural extensions and components of a midblock pedestrian system connecting the Transbay Terminal to Market Street. Plazas and parks become pathways for trips as well as destinations for trips. Future sidewalk arcades, gallerias, and through-block pedestrianways would also contribute to the pedestrian network. This network is shown on Map 12.

POLICY 2

Keep open-space facilities available to the public.

Locked gates or restricted passages negate the purpose of open space and pedestrian network linkages. Most of these spaces and facilities usually should be open to the public from 8 a.m. to 6 p.m. at least five days a week. However, the hours and days of accessibility might vary according to the nature of the facility, its location, and the time it is likely to be used by the public, as suggested in Figure 10.

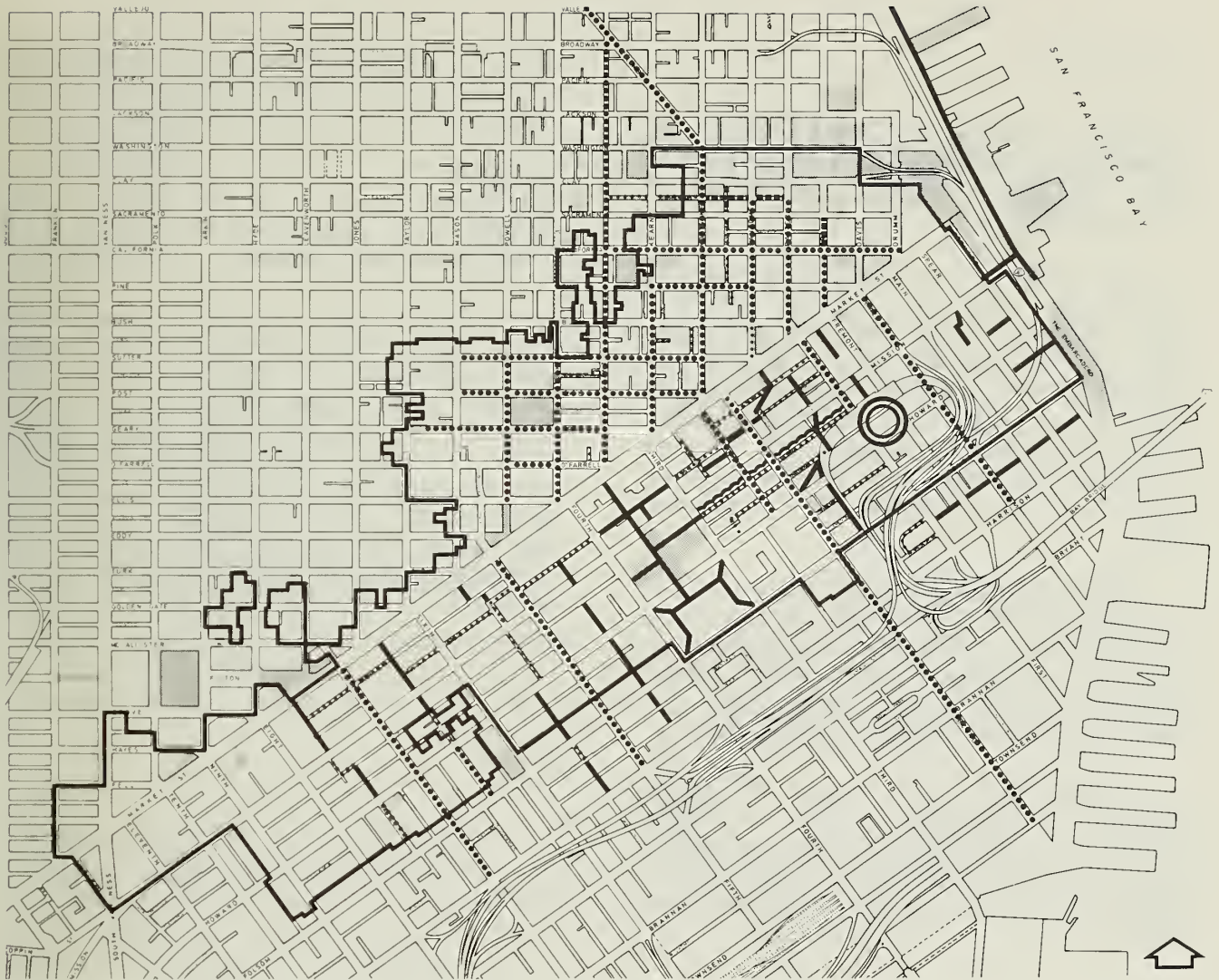


POLICY 3

Provide open space that is clearly usable and easily reached from the street.

Open spaces should be accessible, visible, and generally be at or near grade level to facilitate use. Plazas and parks more than three feet above or below grade are less inviting, and as a result, are less frequently used. Any plaza or park not at street level should be connected to the street system by wide, visible, and inviting stairways or ramps.

Sun and view terraces located on upper levels or on top of buildings should be readily accessible to the public. Their availability and location should be clearly identified with a sign or signs easily seen from a public street or right of way. The sign should incorporate a simple graphic symbol, used citywide, to denote publicly accessible sun and view terraces. Adequate signs in hallways and elevators should be provided to assist in locating the facility.



- PEDESTRIAN / SERVICE STREET
- - - - - PART TIME PEDESTRIAN STREET
- EXCLUSIVE PEDESTRIAN WALKWAY
- PEDESTRIAN ORIENTED / VEHICULAR STREET
- ▨ OPEN SPACE(Existing, Planned, & Proposed)
- ~~~~~ ARCADE
- ⊙ PROVIDE OPEN SPACE IN THE GENERAL VICINITY

Map 12
PROPOSED PEDESTRIAN NETWORK:
DOWNTOWN DISTRICT

Source: The Downtown Plan

OBJECTIVE 3

PROVIDE CONTRAST AND FORM BY CONSCIOUSLY TREATING OPEN SPACE AS A COUNTERPOINT TO THE BUILT ENVIRONMENT.

The form of the built environment depends not only on buildings, but the space between them. In many instances, this space is provided by the streets and sidewalks that separate the buildings on either side. Within the grid of streets, properly designed open spaces--as notches or longer segments of blocks--provide relief to an otherwise dominant streetwall form.

Open space is an essential element of the urban form. It is frequently the most remembered and identified component of the urban landscape. For example, Union Square is an anchor physically and psychologically for the area surrounding it.

Conversely, open space in urban settings is dependent upon the built environment to frame, enclose, and define the space. This delicate relationship is characteristic of a quality urban environment.

POLICY 1

Place and arrange open space to complement and structure the urban form by creating distinct openings in the otherwise dominant streetwall form of downtown.

The traditional form of downtown San Francisco is one of structures built vertically from the sidewalk edge. This provides a continuous relationship of pedestrian to building facade. An occasional break in this pattern for a plaza, park, or building setback adds interest to the pedestrian experience. However, too-frequent application of these devices destroys the relationship and results in "towers in the park" removed from the immediate experience of the pedestrian. The provision of open space should be accomplished through conscious concern

for the relationship between building mass and open space--with a view to strengthening the visual impact of both.

POLICY 2

Introduce elements of the natural environment into open space to contrast with the built-up environment.

Some spaces may be predominantly grass, shrubs, trees, and soft surface parks with a few paths and benches. Others may provide just a few plants, trees, and a fountain in an otherwise hard-surface plaza. However, all open spaces should provide some counterpoint of the natural environment to the dominant presence of the built environment of streets and buildings, if only an opened vista to the sky or water.

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